98th Congress
2d Session

COMMITTEE PRINT

SELECT COMMITTEE ON
NARCOTICS ABUSE AND CONTROL

OF THE

U.S. HOUSE OF REPRESENTATIVES

INTERNATIONAL STUDY MISSIONS
SUMMARY REPORT 1984

MAY 1984

U.S. GOVERNMENT PRINTING OFFICE
34-404 O WASHINGTON : 1984

H962-8

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LATIN AMERICA and JAMAICA

Mexico
Colombia
Peru
Bolivia
Jamaica

INTERNATIONAL NARCOTICS CONTROL
STUDY MISSION TO
LATIN AMERICA AND JAMAICA
(AUGUST 6-21, 1983)

A SUMMARY OF THE REPORT
OF THE
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
NINETY-EIGHTH CONGRESS
FIRST SESSION
SCNAC-98-1-11

OFFICIAL MEETINGS

Mexico

August 6:
U.S. Ambassador John Gavin and Staff.
Mr. Michael Yohn, Director, Narcotics Assistance Unit.
Stuart Miller, Acting DEA Agent-in-Charge.
August 8:
Dr. Sergio Garcia Ramirez, Attorney General of Mexico.
Licenciado Jesus Antonio Sam Lopez, Deputy Director (Mexico's) Eradicator Campaign.

Peru

August 10:
U.S. Ambassador Frank Ortiz and Staff.
Dr. Fernando Schwalb Lopez Aldana, Prime Minister and Minister of Foreign Relations.
Senor Luis Percovich Roca, Minister of Interior.
Commandante Diomedes Vargas Barbosa, Commander of UMOPAR.
Miguel Cavero Equsquiza-Fiscal (and his deputy) of the Nation Cesar Elejalde Eslenssoro-Fiscal Supremo.
Fernando Belaunde Terry, President, Republic of Peru.
August 11:
Juan Carlos Hurtado Miller, Minister of Agriculture, and
Dr. Victor Camacho, President of the Directorate of ENACO.
Engineer Eduardo Watson.
Honorable Dagoberto Lainez Vodanovic, President, Chamber of Deputies.
August 12:
General Arcos, Regional Commander, Peruvian Investigative Police for Cuzco Department.

Bolivia

August 12:
Marcial Tamayo, Foreign Minister.
Julio Garret, President, Bolivian Senate.
Senator Victor Andrade.
Gualberto Claure, President Chamber of Deputies.
President Hernan Siles Zuazo, President of Bolivia.
August 13:
Mario Roncal, Minister of Interior.
Rafael Otazo, Director, National Committee to Fight Narcotic Trafficking.
Mario Teran Gral, Commanding General of the National Police.

Colombia

August 14:
U.S. Ambassador Lewis Tambs and Staff.
August 15:
Jaime Ramirez Gomez, Commander SANU (Special Anti-Narcotics Unit) Colombian National Police.
Colonel Jesus Carmana Lopez, Commander National Police Unit, San Jose del Guaviare.

August 16:
Major General Victor Delgado, Director of National Police.
Jaime Ramirez Gomez, Commander SANU Colombian National Police.
Hugo Palacio's Mejis, President, Central Bank of Colombia.
Carlos Jimenez Gomez, Attorney General.
Carlos Holquin Sardi, President Colombian Senate.
Cesar Gaviria (and seven colleagues), President, Colombian Chamber of Representatives.
Rodrigo Lara Bonilla, Minister of Justice.
Rodrigo Lloreda Caicedo, Foreign Minister.
Jaime Arias Ramirez, Minister of Health.
Alvardo Gomez Hurtado, Colombian Ambassador to United States.
Belesario Betancur, President of Colombia.

Jamaica

August 19:
U.S. Ambassador William Hewitt and Staff.
Edward Seaga, Prime Minister.
Hugh Shearer, Dept. Prime Minister Foreign Affairs.
Keith Johnson, Jamaica Ambassador to United States.
Major General Robert Neish, Commander, Jamaica Defense Force.
Joe Williams, Commissioner of Jamaica Constabulary Force.

INTRODUCTION

The reconstitution of the Select Committee on Narcotics Abuse and Control by H. Res. 49, on February 8, 1983, was based upon the recognition and concern of the 98th Congress that the problem of the traffic and abuse of narcotic and psychotropic drugs has continued to increase in the United States. The estimated retail value of drugs supplied to the illicit market climbed from $50 billion in 1978 to $88 billion in 1982, a 76 percent increase. It is now estimated at $100 billion, an 8 percent increase in one year.

There is, at the minimum, an estimated 500,000 active heroin addicts in the United States. The Northeast, Mid-Atlantic, and Southwest border regions of the Nation are experiencing a dramatic increase in heroin addiction triggered by a steadily increasing influx of heroin from Southwest Asia, particularly Pakistan and Mexico. Indicators of heroin availability and addiction are now rising in other parts of the country, particularly the major urban centers. Heroin originating in Italy and Thailand also contribute a share to the overall availability of the drug, running at an estimated 10 tons for 1983 compared to 4 metric tons in 1980 and 1981. The traffic and abuse of cocaine almost doubled in four years from an estimated 25 tons in 1978 to 48 tons in 1982. For 1983, it is estimated that about 60 tons will enter the country, an increase of 25 percent in one year. The wholesale price earlier in the year fell from $60,000 per kilo to $28,000 and all reports indicate that the ready availability and lower cost is increasing cocaine abuse and dependency. One out of every four users of cocaine are now reported to commit crime to support their habit and an estimated 8 million users exist in the country.

About 75 percent of the cocaine affecting the United States is clandestinely manufactured in Colombia from coca paste smuggled from Peru and Bolivia where it is produced from coca leaf cultivated in those countries. Since 1981 Colombia has brought on line its own coca leaf production and that also contributes a share to the manufacture and traffic of cocaine in Colombia directed to the United States. About 15 percent of the cocaine entering the United States originates in Peru and 10 percent in Bolivia. In both countries it is illicitly manufactured from coca paste derived from domestic coca leaf production.

Although one survey reports that the use of marihuana among the Nation's high school seniors is leveling off, or is even declining slightly, there is an estimated 25 million users of marihuana in the United States. An estimated 15 to 60 thousand tons of marihuana is estimated to be entering the United States annually from Colombia, Jamaica, and Mexico, to augment an estimated two thousand tons of domestic marihuana. Additionally, the United States is the victim of about 200 tons of hashish annually smuggled from Lebanon, Pakistan, Morocco and Jamaica.

The traffic and abuse of amphetamines, methamphetamines, PCP, methaqualone and hallucinogenic substances, such as LSD, continues unabated. They are either diverted from legal, pharmaceutical stocks or manufactured clandestinely in the United States. Methaqualone, however, has mostly been smuggled from Colombia where it is formulated into tablets from methaqualone powder originating in The People's Republic of China and Hungary and surreptitiously shipped to Colombia from the Free Port of Hamburg. By 1982, an estimated 40 tons of methaqualone was being smuggled into the United States.

Within the past year, DEA and the Department of State, through international cooperation under the aegis of the Convention on Psychotropic Substances of 1971, has been able to reduce the diversion abroad of licitly manufactured methaqualone powder to the illicit traffic, resulting in an estimated 50 percent decrease in the availability of that substance in the United States. This is an excellent example of an enlightened utilization of the provisions of an international drug control convention in the way intended by the authors to curtail an illicit diversion and trafficking problem.

All of the heroin, cocaine, and hashish and 85 percent of the marihuana and practically all the methaqualone affecting the United States is produced abroad by a handful of countries, notwithstanding the fact that the Single Convention on Narcotic Drugs of 1961 and the Convention on Psychotropic Substances of 1971 oblige them to: (1) license, and restrict the legal production, manufacture and distribution of narcotic and psychotropic drugs to medical and scientific purposes; (2) to eradicate all unlicensed cultivation; (3) to suppress illicit manufacture and traffic; and (4) to cooperate with each other in achieving the aims of the convention.

The Department of State is responsible for ensuring that the United States Government implements its obligations under the international narcotic and psychotropic conventions, and that other governments comply with their obligations, particularly those where an illicit cultivation, manufacturing or trafficking problem may exist and be affecting or threatening the United States.

Under the aegis of the State Department, financial and technical assistance was first provided Mexico in 1959, to eradicate illicit opium poppy and marihuana cultivation, and to Turkey in 1968 to assist that country in gradually eliminating gum opium production. In 1971, impressed by the success of the United States Government's bilateral narcotic assistance program to Turkey, the United Nation's Fund for Drug Abuse Control (UNFDAC) was established to assist the governments of countries where problems of illicit cultivation, manufacturing and trafficking existed, but which lacked the resources and technical skills to bring these situations under control as required by the narcotics control conventions. The UNFDAC, between 1971 and 1980 provided assistance at an average rate of $4 million annually for training research, pilot projects and seed money for crop and income substitution programs, and drug abuse prevention and treatment. UNFDAC estimates it will expend about $8 million annually from 1981 through the next five years for similar programs of assistance. Additionally, beginning in 1972, the United States Government formalized its narcotic control assistance program and established a special fund for that purpose.

From 1972 through March 1983, $240 million has been expended. The United States Narcotic Control assistance programs provide a wide range of training and funding for research and development programs in crop and income substitution, and drug abuse treatment and prevention. They also provide a wide range of narcotic enforcement support including training, vehicles, aircraft and communications equipment to enhance illicit narcotic crop eradication and illicit traffic suppression and cooperation.

All of this technical and financial assistance has raised the competence and capability of the recipient countries to address the drug control problem existing in their territory, but with the exception of Mexico and Turkey of the major narcotic producing countries, this assistance has failed to bring any meaningful and long-term reduction in the production and traffic of narcotic drugs in the countries affecting the United States and other victim countries worldwide. Regrettably, in most of the major producing countries, illicit narcotic production manufacture and traffic has dramatically increased, such as in Pakistan, Afghanistan, Iran, Lebanon, Burma, Peru, Bolivia, Colombia and Jamaica, or stayed about the same as in Morocco, Thailand and Laos.

It is the perception of this Committee, particularly members who have been part of it since 1976, or who have actively participated in the narcotic control activities of the various standing committees prior to the formation of the Select Committee, that our failure in bringing the illicit production and traffic of narcotics so tragically affecting the United States under control, has been one of diplomacy. Not only have we failed to progress or hold a status quo, we have retrogressed enormously during the past five years. This retrogression will continue unless, in concert with our allies, all friendly countries, and the United Nations, the United States comes to a mutual understanding with all the major illicit producer countries on the extent of their problem and what they are required to do under the Single Convention to bring it under control, particularly the hard political realities of eliminating or eradicating as necessary, the enormous and expanding illicit cultivation which creates and sustains the current worldwide drug problem. For our part, should the illicit producer countries prepare a plan and commit themselves to phase out their illicit production within a reasonable period of time, the United States, all the developed industrial countries, and the United Nations should be prepared to provide the financial and technical assistance needed to assist the illicit producers bring the problem under control. The actual cost of this, based on the experiences of Turkey and Mexico is modest and reasonable, even more so, when the reduction it brings in human suffering and enforcement and treatment costs are considered.

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SUMMARY OF THE REPORT

The Select Committee on Narcotics Abuse and Control completed a two week study mission to Latin America and Jamaica from August 6 to 21 to inspect drug production and trafficking patterns and efforts to control the problem.

Members of the Select Committee on Narcotics Abuse and Control who participated in the mission were: Chairman Charles B. Rangel of New York, Ranking Minority Member Benjamin A. Gilman of New York and Representatives Cardiss Collins of Illinois, Frank J. Guarini of New Jersey, Edolphus "Ed" Towns of New York and Tom Lewis of Florida. William J. Hughes of New Jersey and Harold S. Sawyer of Michigan participated respectively as the Chairman and Ranking Minority Member of the Subcommittee on Crime. Julian C. Dixon of California participated as a member of the Committee on Appropriations.

This part of the world is extremely important to any solution of the drug epidemic in the United States, because all of the cocaine and 80 percent of the marihuana reaching our streets come from there.

The House group visited five countries: Mexico, Peru, Bolivia, Colombia, and Jamaica; and met with the heads of State of four of those nations in addition to meeting with the concerned Cabinet Ministers and law enforcement leaders of each government.

They participated in helicopter on-site inspections of marihuana and coca cultivation, and additionally in Peru visited a raided coca paste processing facility.

Mexico

In Mexico they witnessed the fumigation of a marihuana field and landed in a large complex of several fields which were subsequently destroyed after inspection. They were shown numerous plots being planted with opium poppy which have been targeted for eradication when the crop matured.

The Committee found that Mexico was the only country where the government recognized its obligation to detect and eradicate the illicit cultivation of narcotic crops in its territory and demonstrated a national will and commitment to eliminate that cultivation.

By fumigating these crops with herbicide spray applied by helicopters, since 1975 Mexico has been successful in virtually eliminating marihuana production and has substantially reduced opium cultivation to where it is now responsible for one-third of the heroin entering the United States as opposed to three-quarters in 1975 when it recognized that the production of the opium poppy and marihuana had outstripped its manual eradication program.

On August 8, the delegation called on Mexican Attorney General Garcia Ramirez, where discussions centered on what improvements might be made in the Mexican eradication program to curtail narcotic crop cultivation, particularly opium poppy. There was agreement that additional and more advanced equipment to detect, fumigate, and verify results is needed in the Mexican aerial eradication program to further reduce heroin traffic to the United States.

Additionally, the delegation felt a need for the speedy return to an effective joint program by DEA and the Mexican Judicial Police to prosecute major drug suppliers in Mexico on the basis of evidence and testimony developed in the United States by DEA.

The talks in Mexico had to do with strengthening and intensifying our joint efforts to continue progress against the production and traffic of narcotic drugs affecting our two countries. The effort by the Mexicans to date has already been enormously effective.

The field trips in Mexico were led by Special Assistant Attorneys General Carlos Madrazo and Jesus Antonio Sam Lopez who directed the aerial eradication force which consists of 46 helicopters and 21 fixed-wing aircraft. The visit with the Mexican Attorney General's aerial crop eradication program convinced the delegation that when a country recognizes its obligation under the Single Convention on Narcotic Drugs of 1961 to eradicate illicit narcotic crops and has the national will and pride to do so, the problem of the traffic and abuse of drugs can be brought under control.

Visit by Ranking Minority Member Gilman, Representative Lewis, and the Select Committee Staff to the Mexican Attorney General's Flight Operation and Maintenance Center, Mexico City. (August 8, 1983)

The Mexican Government, starting at point zero in late 1975, has built the world's finest aerial crop eradication program. Its size, professionalism, competence, performance, and experience make it the world leader in this technique, which the Select Committee regards as an absolute essential to destroying illicit opium poppy, coca, and marihuana cultivation. The work of the Mexican Government has been an enormous benefit to the people of the United States. As always, Mexico has been our "Good Neighbor."

RECOMMENDATIONS

1. There is agreement both in Mexico and the United States that the availability of Mexican heroin has increased noticeably during the past year. The quality of this heroin in the way of purity and texture is also reported to have been improved. Increases in the quantity and quality of Mexican heroin have to be taken as indications of an increase in illicit opium production and heroin manufacture in Mexico.

Estimates of the percentage of heroin supplied to the United States from Mexico from 1979 through 1983 fall between 30 and 40 percent. This is a period of time when all indicators point to an upswing in overall heroin availability, largely due to increasing supplies from Southwest Asia, particularly Pakistan. It should be noted Mexico has maintained its 30 to 40 percent share of a steadily expanding volume of heroin in the United States since 1979.

Following progressive annual increases in poppy eradication from 1976 through 1978, this leveled off in 1979. From that point on it is thought the Government of Mexico had not been able to increase the percentage of the opium crop eradicated. There is some reason to believe that from 1979 opium production in Mexico has probably—on an annual basis—increased gradually as growers moved to widely dispersed small plots.

The Committee recommends that the Department of State assist the Government of Mexico develop, as soon as possible, the capability to survey the extent of opium and marihuana production in its territory via high altitude aircraft or satellite. This would be for the purpose of detecting and pinpointing cultivation for eradication, verification of destruction and measuring whether production is increasing or decreasing annually, and how much may be actually produced.

The Department of State should determine as soon as possible whether the number of helicopters, particularly the 33 Bell 206 helicopters used for eradication are sufficient in number to enable the Mexican Attorney General's Office to begin again to progressively eliminate on an annual basis a greater percentage of the opium poppy crop. It is recognized that through an effective aerial survey of production they could better identify poppy fields, and that would make for a more effective utilization of the eradication aircraft. However, it just might be that more Bell 206s are needed to increase eradication effectiveness, and a determination on this should be made.

2. The Committee is concerned to have learned on its recent visit to Mexico that the narcotic enforcement cooperation extended to the U.S. Drug Enforcement Administration (DEA) by the Mexican

Federal Judicial Police (MFJP) during the last 18 months of the Lopez Portillo administration was ineffective. This is a situation that should not have been permitted to exist more than a few weeks, let alone a year and a half.

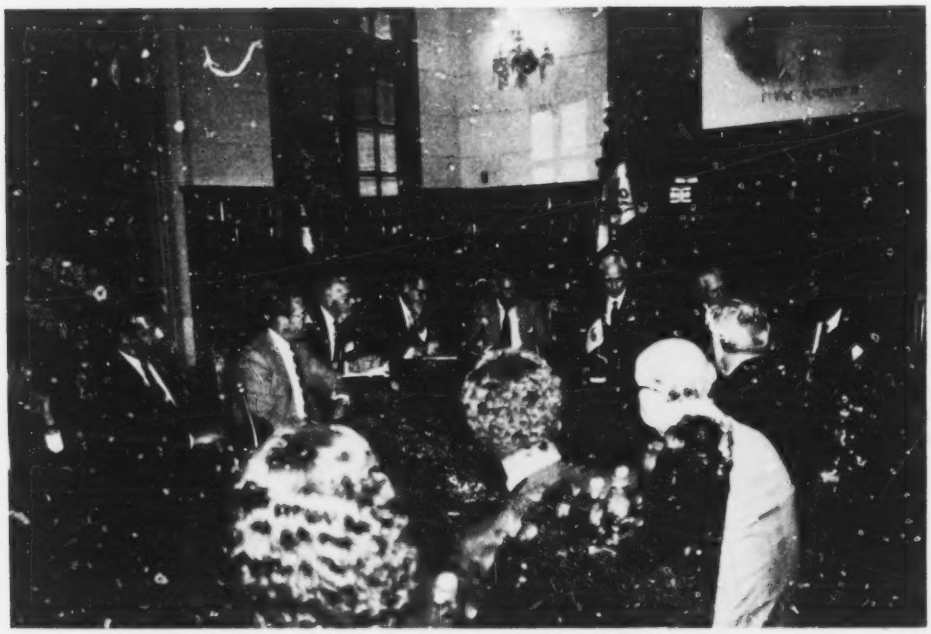
It doesn't appear to be a coincidence that during the period of time where there was a breakdown in cooperation between the MFJP and DEA that a marked increase in the availability of Mexican heroin developed in the United States. Cooperation between the MFJP and DEA is reported to have returned to normal following the inauguration of the de la Madrid administration.

The Committee recommends that as an important first step in reestablishing productive narcotic enforcement cooperation between the MFJP and DEA that the program of joint prosecutions know as "Janus" and which has atrophied be revitalized. Cases that can be prosecuted should be and cases that can no longer be prosecuted should be closed out. Further a series of new joint prosecutions or "Janus" cases should be initiated to exploit existing evidence that could be used to prosecute and convict major sources of supply, heroin laboratory operators and the financial bankers of the traffic in both countries.

In Mexico it is not enough for the government to just eradicate the opium and marihuana crops. A vigorous joint narcotic enforcement effort by the MFJP assisted by DEA is needed to develop important heroin arrests and seizures in the traffic directed toward the United States. Clandestine heroin laboratories should be confiscated on a regular basis. The MFJP and DEA should also work together to prevent international traffickers from using Mexico as a transit base to smuggle heroin of European and Asiatic origin in, cocaine and psychotropic drugs to the United States because of the ease with which they can penetrate the United States' 2,000 mile border with Mexico.

Peru

The Committee arrived in Lima, Peru on August 9, and commenced discussions with Cabinet level officials and law enforcement leaders culminating with a meeting with President Fernando Belaunde Terry on August 10.



Select Committee meeting with President Fernando Belaunde Terry of Peru. Left to right: Representatives Dixon, Hughes, Lewis, Guarini Gilman, Ambassador Ortiz, President Belaunde Terry, Chairman Rangel, and Representative Sawyer. (August 10, 1983)

The delegation made a field visit to Tingo Maria on August 11 where they inspected coca cultivation. They visited a facility raided earlier in the day that converted coca leaves to coca paste, used for making cocaine. They inspected a pilot project experiment by the government to eradicate the coca bush through a combination of cutting down and hand spraying herbicide.

The delegation found from their overflights that the illicit cultivation of coca in the Tingo Maria area of Peru was increasing at an alarming rate. New areas were being cut out of the jungle and burned to grow coca. This slash and burn type of agriculture is destroying vast sections of the land.

Coca bush field with leaves being harvested near Tingo Maria, Peru. Representative Guarini with back to camera. (August 11, 1983)

Clandestine coca paste conversion facility near Tingo Maria following police raid and seizure. The single operator standing center left explains process to Select Committee. Note coca leaves immersed in water and chemicals in concrete mixing "pit". (August 11, 1983)

Historically, Peru has been the only traditional producer of coca for legitimate purposes. At present 14 thousand metric tons of coca are allegedly needed for coca chewing by the native Indian population of Peru and for legitimate export purposes.

An additional 36 thousand metric tons of coca are grown illegally in the Cuzco and the Tingo Maria area of the Upper Huallaga Valley of Peru. Most of this illicit cultivation began about 1977 and it continues unchecked.

The delegation was told that the severe economic recession and a combination of disastrous droughts and floods has drained the country's resources so greatly that it cannot organize and support the forces needed to effectively destroy the illicit cultivation and suppress the illicit manufacture and traffic of coca paste and cocaine.

The delegation found that while the Government of Peru seemed to understand its responsibility to suppress the illicit manufacture and traffic of coca paste and cocaine, it has failed to understand its obligation under the Single Convention on Narcotic Drugs of 1961 to effectively license and control legal production, prevent illegal cultivation and uproot any illicit wild cultivation found in its territory.

The study mission suggested to the Peruvians that on the basis of its previous experience with similar situations and based on expert opinion, that if it would develop a plan to progressively phase out illicit coca production, it was certain development assist-

ance would be forthcoming from the United States, several other countries, and international organizations.

The delegation assigns the highest priority and greatest urgency to the Government of Peru in developing a plan to progressively phase out illicit coca cultivation and to vigorously suppress the illicit manufacture and traffic of cocaine in its territory.

Further, Peru should seek technical and financial support from the community of nations and international organizations to implement its program to end the uncontrolled production, manufacture, and traffic of coca and cocaine in the country, now so disastrously affecting most nations of the world.

RECOMMENDATIONS

1. In accordance with the provisions of the Single Convention on Narcotic Drugs of 1961, Peru should without delay prepare a plan that will:

(a) Establish the quantity of coca leaf that is required to meet its current coca leaf chewing needs and for its own and the international pharmaceutical and flavoring extract market.

(b) Establish the hectares needed to produce the legal coca requirement and then limit licenses to the number of growers necessary to cultivate the number of hectares that are needed.

(c) Progressively eliminate all other production of coca by the voluntary compliance of growers or eradication, if necessary, as soon as possible.

(d) As soon as the quantity of coca necessary for chewing, legal pharmaceutical, and flavoring purposes is established, the Government of Peru should initiate a program to progressively eliminate the practice of coca leaf chewing by December 1989 as required by Article 44 of the Single Convention on Narcotic Drugs of 1961. Coca leaf produced for chewing could then be commensurately reduced as required by the Convention.

The fact that Peru did not face up to its obligation to phase out coca leaf chewing beginning in 1964 and continued to produce large quantities of coca to sustain this harmful public health problem is the genesis of the current uncontrolled production and traffic of coca in Peru. Now the practice of coca leaf chewing has to be phased out, not only for the health and welfare of the pitiful users of coca, but also to reduce coca leaf production to lessen the risk of its diversion to the illicit traffic of coca ostensibly produced for chewing.

It should be noted that all countries that ratified the Single Convention, and which had at the time permitted (1) the quasi-medical use (eating) of opium, or (2) opium smoking, or (3) the use of cannabis for non-medical purposes have under Article 49 ended those practices.

2. At such time as the Government of Peru proposes a plan and commits itself to reduce the licensed cultivation of coca to a level commensurate with legal requirements and which also provides for the progressive elimination of illicit coca cultivation within a reasonable period of time, the United States Government should commit itself to providing the financial and technical assistance that may be required by Peru, in the fields of agricultural develop-

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ment, administration and law enforcement, to limit coca production and traffic of coca, coca paste and cocaine.

3. On the basis of the Peruvian commitment and program to bring the coca problem under control, the United States Government should urge other American States, which are seriously victimized by coca production in Peru such as Canada, Mexico, Brazil, Argentina and Chile to assist Peru along with the United States to the extent their financial resources will permit. The Western European countries, which have also become victims of this problem should also be urged to join in this assistance to Peru. The narcotic control organs of the United Nations and the World Health Organization can also provide valuable technical assistance support to Peru to enable it to bring its coca production and use problem under control in compliance with its obligations to the Single Convention.

Further delay and continued failure to control coca by Peru will bring an increasing illicit production and traffic of coca and cocaine in the country. This will, on a worldwide basis, increase the availability of cocaine, lower the price and spread the use of the substance.

On the other hand, by addressing the problem, Peru will improve the health of its people, bring stability to the countryside and create an environment for agricultural and industrial development and progress, supported by foreign assistance and international corporate investment.

4. If the Government of Peru continues its failure to prepare and implement a plan to reduce the licensed production of coca to legal requirements and ensure effective control of that production and the progressive elimination of the illicit cultivation of coca within a reasonable period of time, a decision would have to be made as to why the provisions recently amended to Section 1003(a) Section 481(a) of the Foreign Assistance Act of 1961 (22 USC 2291(a)) by Senator Hawkins and Representatives Zablocki, Rangel, and Gilman pertaining to the suspension of assistance for failure to progressively eliminate the illicit production of narcotic crops should not be implemented.

Bolivia

The delegation arrived in Bolivia on Friday, August 12, and held a series of discussions on the problem with the uncontrolled production of coca and the illicit manufacture and traffic of coca paste centered in that country. Meetings were held with Foreign Minister Tamayo, Minister of Interior Roncal, Director Otazo of the President's Advisory Committee on Narcotics, and Police Commanding General Teran. Meetings were also held with a delegation of the Bolivian Senate under its President Julio Garret and with the Chamber of Deputies under its President Gualberto Claure. A result of this was a suggestion by the Bolivian legislators that an "Interparliamentary Commission" be formed between those bodies and the U.S. Congress to address our mutual problem with the production and traffic in coca substances. This proposal was very favorably received by the delegation, and is expected to be acted upon.

The culmination of the delegation's visit to Bolivia was a meeting with President Hernan Siles Zuazo. The delegation found that Bolivia now produces about 55 thousand metric tons of coca annually; that about 44 thousand tons are illicitly cultivated and 11,000 are for domestic coca chewing and legitimate export purposes.

Enormous quantities of coca leaf and coca paste are smuggled from Bolivia to Colombia for conversion to cocaine, and then smuggled to the United States and worldwide.

The Bolivian officials with whom the delegation met, including the President, recognized that since about 1977 the traditional cultivation of coca, which averaged about 10,000 tons, had dramatically escalated out of control, increasing 75 percent from 1977 to 1981 and is still increasing.

The Bolivian officials said that the political instability caused by the constantly changing governments has led to this situation. The return to a democratic government under President Siles, it was hoped, would produce the stability needed to make a start in bringing this situation under control.

An important first step in this direction was reached on the eve of the delegation's arrival at La Paz. On August 11, the United States Ambassador Edwin G. Corr signed a series of four agreements, with the Government of Bolivia that had been under negotiation since 1976. Two of the agreements have to do with providing assistance to reduce coca production to legal requirements, and for controlling that production. The other two agreements pertain to providing assistance for drug enforcement to reduce and restrict coca production to legal requirements and suppress illicit manufacture and trafficking.

If political stability can be maintained in Bolivia, and if the government develops these agreements in good faith, a start will be made in bringing the production and illicit traffic in coca products under control.

Meanwhile, as in Peru, the illicit production of coca leaf and the illicit manufacture and traffic of coca paste continues to increase. Powerful "Mafia-like" figures have emerged to influence and threaten the government in the sectors of the country where the production and traffic takes place. They assume "warlord-like dimensions" over their areas of influence in which the Bolivian military and police forces are powerless. Severe economic recession trends and severe flood and drought conditions this year have also weakened the country's ability to address the coca problem. However, a dedicated implementation of the four narcotic assistance agreements made with the United States on August 11 to reduce coca production to legal requirements, and to enforce the laws against illicit manufacture and traffic, could within a few years bring the coca problem in Bolivia under control.

RECOMMENDATIONS

1. The Select Committee welcomes the suggestions made by the leadership of the Bolivian Senate and Chamber of Deputies to form with appropriate counterpart members of the United States Congress a joint committee that would meet annually or semi-annually to consider the cooperative efforts of the United States and Bolivia,

to address the problem the traffic and abuse of coca and cocaine in both countries and to find the ways and means of reducing the production of coca leaf in Bolivia to legal requirements and ensuring that coca cultivation be licensed and controlled in accordance with the Single Convention on Narcotic Drugs of 1961.

2. The Department of State should organize a small expert committee that would cooperate with a counterpart group organized by the Government of Bolivia to establish the quantity of coca leaf required annually by Bolivia for its legal chewing, pharmaceutical, and flavoring extract market. The joint committees would then prepare a comprehensive plan to eliminate as soon as possible, throughout the country, all other coca not required for legal purposes.

The committee could then begin developing appropriate programs to gradually eliminate coca chewing in Bolivia by December 1989 in accordance with the Single Convention on Narcotic Drugs of 1961. This is a subject which apparently no one in Bolivia wishes to discuss. As in Peru, it is the root of the disaster which is now upon us. Coca leaf production ostensibly carried out to supply the so-called harmless chewing of the leaf, began supplying the illicit traffic 25 years ago. While the chewing consumption was stable, more and more was grown ostensibly for chewing, but actually to supply illicit manufacturing and trafficking markets.

The chewing of the coca leaf is a primitive, antiquated, debilitating practice, harmful to the individual and the public health and has considerable genocidal overtones. It is time this practice be addressed, particularly in Peru and Bolivia.

Colombia

The delegation arrived in Bogota, Colombia, on Sunday, August 14. On the following day one group traveled to San Jose del Guaviare, where they boarded helicopters for overflight inspections of illicit coca production in the Llanos region. This is a new activity that has developed in Colombia during the past few years, it is now significant and is increasing at an alarming rate. The delegation saw vast areas of forest lands slashed and burned to cultivate coca. They saw thousands of acres under cultivation with high grade coca. The regions of the country where coca is grown are newly developed and populated. They include the Eastern Llanos and the southern states of Cauca, Putumayo and Narino.

Coca production is now estimated at 15,000 tons annually, with the certainty that, if unchecked, it will outstrip Peru and Bolivia. Coca is a non-traditional crop in Colombia and its production is totally illegal. The delegation was impressed by the vigor and courage of the Special Anti Narcotic Units of the Colombia National Police who make a heroic effort to manually eradicate this coca production. They have neither the manpower, equipment, nor funding necessary to be effective. Only the application of the most modern helicopter aerial-spray fumigation technique would make it possible to eradicate the constantly expanding coca production in Colombia.

A second group of the delegation proceeded, by air, to Valledupar in the North Coast region where marihuana cultivation is exten-

sive in the States of La Guajira, Cesar, and Magdalena. They learned that growers were shifting their cultivation from La Guajira to Cesar and Magdalena because their slash and burn technique has already exhausted the soil in much of the Guajira. The delegation inspected three large canyons where marihuana cultivation was almost total, with pilots ranging from one quarter hectare to several hectares. The delegation saw in this one section an estimated 15,000 hectares of marihuana being grown. New plots were being prepared, and some were abandoned and the land eroding. The group landed at a base camp set up by the Colombian National Police for field units that climbed up to the fields to cut and burn the marihuana.

The extent of this cultivation, the delegation was told, had far surpassed the ability of the national police manual eradication team, but concluded they could not physically accomplish their mission. On the other hand, this huge concentration of marihuana could be eradicated in a few days by helicopter spray fumigation techniques.

On August 16, the delegation began a series of separate meetings with Colombian Government officials, including Director General Delgado of the National Police; President of the Bank of the Republic, Hugo Palacios Mejia; Attorney General Carlos Jiminez Gomez; President of the Senate, Carlos Holguin Sardi; President of the Chamber of Representatives, Cesar Gaviria; Minister of Justice, Rodrigo Lara Bonilla; Health Minister, Jaime Arias Ramirez; the Colombia Ambassador to the United States, Alvardo Gomez Hurtado; and Foreign Minister Rodrigo Lloreda, which culminated in a visit with President Belisario Betancur.

The delegation learned that while the Government of Colombia recognized its responsibility to suppress the enormous illicit manufacture of cocaine in the country, it had not assigned the manpower, equipment and operating funds necessary to address the problem known to exist.

It also became apparent that from 1973 to date, a small marihuana cultivation in the Guajira region for domestic consumption grew to enormous proportions for international trafficking due to the government's failure to develop a timely eradication program. While the Colombian Government was being pressed to begin eradicating this marihuana cultivation, an entirely new production of coca began in the Llanos and the Southern States of the country.

The delegation perceived that the Government of Colombia does not seem to clearly grasp its responsibilities under the Single Convention on Narcotic Drugs of 1961, which it has ratified, and which 157 other countries have ratified, to eradicate any illicit cultivation of marihuana and coca existing in its territory.

It has failed totally to do so by manual means, permitting it to increase to huge proportions. Now the only means of effectively bringing this illicit cultivation under control is by using helicopter aerial spraying. For several years now, Colombia has debated the health and environmental liabilities of this technique. Experts state the Colombian arguments are not scientifically correct. Additionally, almost all the marihuana and all the coca is produced in remote areas on national land. Ironically, the growers of marihua-

na and coca are destroying the ecology by their slash and burn agriculture, and human life by the drugs that are produced.

Chairman Rangel and the delegation urged the Colombian Government to urgently consider how it might use the herbicide spray technique, and said they would not urge any use of a chemical in Colombia that was not already being used in the United States. As is known, Colombia is a major agricultural country. It also uses paraquat extensively for weed control in its legal agricultural sector, particularly on coffee. The delegation has difficulty accepting why it is reluctant to use it against marihuana in remote sectors of the country.

Representative Lewis (R-Fla.), a member of the delegation, invited several Colombian officials to visit Florida to witness the aerial spraying of crops with herbicide.

A commission in Colombia is now studying the issue and was expected to visit Mexico, in addition to Florida, Georgia and several other States to learn of the results of the application of paraquat against marihuana in the United States.

The interest of the Bolivian Senate and Chamber of Deputies to form an Interparliamentary Commission to consider our mutual problem with the production and illicit traffic of coca and cocaine was described to members of the Colombian Senate and Chamber of Representatives. The Colombian legislators indicated an interest in this initiative.

Late on Wednesday, August 17, the delegation arrived at Cartagena. On August 18, they had an extensive briefing by the DEA Special Agent-in-Charge at Baranquilla on the maritime and air traffic in marihuana and cocaine from the North Coast of Colombia to the United States. There is no evidence of any diminution of this traffic; the production of marihuana and cocaine is huge and is still thought to be increasing. The price of coca and cocaine is falling, due to extremely heavy production and availability in Peru, Bolivia, and Colombia. Colombian marihuana is available in unlimited quantities, is of high quality, and is at a price significantly below the price of the Mexican, Jamaican and Belize products.

On August 18, the delegation visited the Colombian Naval Base at Cartagena where they inspected two 105-foot patrol boats provided by the United States to combat the smuggling by maritime vessels of marihuana and cocaine from the North Coast of Colombia to the United States. One vessel, the C.N. Rafael De Castillio y Rada, was assigned to the Navy and the other vessel, the Olaya Herrera, was assigned to the Customs-Coast Guard.

At Cartagena, Chairman Rangel followed by members of the Select Committee Staff and Embassy Officials, board the Colombian patrol boat "Rafael de Castillio y Radd". This boat is responsible for drug smuggling suppression off Colombia's north coast. (August 18, 1983)

The delegation was disappointed with the inability of the Government of Colombia to more effectively prevent the massive smuggling of marihuana and cocaine from its North Coast to the United States by sea and air. Particular disappointment was expressed by members with the performance of the two patrol boats, especially the Navy boat. The Customs boat made a fair amount of seizures and over 200 arrests. However, only four defendants were convicted and all of them subsequently escaped.

The delegation concluded that the foundation of any program in Colombia to bring under control the illicit production, manufacture, and traffic of drugs would be the herbicide aerial fumigation spraying of those crops while simultaneously assigning the manpower, equipment and resources to effectively strike at the enormous illicit manufacture of cocaine from Peruvian and Bolivian raw materials. The delegation expressed a desire to support increased enforcement assistance for Colombia if it moved in that direction.

RECOMMENDATIONS

1. The United States must assist Colombia to find a way to develop a comprehensive program that will enable it to eradicate the illicit cultivation of marihuana and coca; to curtail the smuggling of coca paste and base from Bolivia and Peru; to effectively detect and seize the illicit processing facilities used to produce coca paste, cocaine and methaqualone; to suppress the internal and export traffic of these substances; to expand and intensify its ability to arrest, convict, and incarcerate drug traffickers, particularly the major violators and financiers; and to cooperate more effectively with the narcotic enforcement agencies abroad, of countries being affected by drug smuggling from Colombia.

2. The Committee urges the Government of Colombia in its drug control effort to develop a structured, comprehensive plan to address simultaneously the complex problems of cultivation; the smuggling of coca and methaqualone raw materials from abroad; the illicit manufacture of cocaine and methaqualone tablets; and the internal and export traffic of those substances and the arrest and prosecution of narcotic traffickers.

3. The United States in its narcotic control assistance to the Government of Colombia must develop an orderly, comprehensive approach to identify with that government what is needed to be jointly accomplished and how to go about doing it. This has been lacking. United States Government assistance to Colombia goes back more than ten years, yet during that period of time, the drug problem has gotten progressively worse.

4. When the Committee delegation met with President Betancur on August 16, 1983, he told the members that at his December 1982 meeting with President Reagan they had agreed that the drug problem is serious and that it must be attacked at the root. After they had agreed on this, and after they had rejoined Secretary of State Shultz and Foreign Minister Lloreda, they asked them to work out a comprehensive, full plan of attack. President Betancur said, "while agreements to cooperate already existed, they needed to be improved upon, and our cooperative efforts speeded up."

The Select Committee endorses and supports President Betancur's proposal and requests that Secretary of State Shultz implement it by establishing a small expert committee to work under the direction of the U.S. Ambassador to Colombia, to develop a plan and program of implementation with a counterpart committee appointed by the Government of Colombia. If these joint expert committees can prepare and begin implementation of such a comprehensive plan, as envisaged by President Betancur, not only would our mutual drug problem be moving toward solution, but Colombia would be meeting all the legal requirements on its drug enforcement obligations to remain eligible for U.S. foreign assistance and U.S. support in its dealing with the international financial institutions.

JAMAICA

The delegation arrived in Jamaica in the late afternoon of Thursday, August 19. On the morning of August 19, the delegation met with Prime Minister Edward Seaga of Jamaica; Deputy Prime Minister and Minister of Foreign Affairs, Hugh Shearer; the Jamaican Ambassador to the United States, Keith Johnson; Commander of the Jamaican Defense Force, Major General Robert Neish; and Commissioner Joe Williams of the Jamaican Constabulary Force.

The Prime Minister outlined a strategy that would indirectly address the problem of the heavy cultivation of cannabis in Jamaica by "choking off" through enforcement, all other elements of the network necessary to move supply from grower to consumer. Unable to move or sell their crop, the Prime Minister thought growers would eventually stop, and begin growing marketable crops that the government would suggest in place of marihuana. This, in effect, was a restatement of the strategy followed by the Government of Jamaica with no success since the late 1960's.

Chairman Rangel said the delegation was pleased to learn of Prime Minister Seaga's effort to increase the enforcement efforts of his government to prevent the smuggling of marihuana from Jamaica, but expressed its concerns that unless a program was simultaneously developed to progressively eradicate the illicit marihuana cultivation, the other enforcement measures planned would prove futile.

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High-grade marihuana (Ganja) being cultivated in irrigated, furrowed rows in Jamaica. (August 19, 1983)

Later, on the same day, on helicopter overflights, the delegation observed great numbers of fields cultivated in high quality marihuana. The perception was that marihuana cultivation is increasing as new irrigated lands in a vast reclaimed swamp area of the Negril and Brumdec regions are being turned into very high quality marihuana cultivation.

Information obtained, indicated production of marihuana in Jamaica is thought to be about 2,100 metric tons. Much of it is consumed in that country, but substantial quantities are smuggled to the United States and represent about 10 percent of the marihuana consumed in our country.

The Jamaican authorities cooperate with the DEA in the development of seizures of marihuana and transiting cocaine and investigations affecting the United States, but the root of the problem is the failure of the government to eliminate the cultivation of marihuana contrary to its obligations under the Single Convention on Narcotic Drugs of 1961.

The delegation found that, notwithstanding a difference of opinion on how the illicit production of marihuana in Jamaica should be gradually eliminated, the objective of the Government of Jamaica was clearly to see this production ended in accordance with its obligation under the Single Convention on Narcotic Drugs of 1961.

Standing on a clandestine airstrip in Jamaica is a large twin-engine Convair 340 airliner of the type used for drug smuggling. (August 19, 1983)

The delegation is very hopeful that the Government of Jamaica will develop a plan which would provide for the progressive elimination of marihuana cultivation while simultaneously intensifying drug enforcement and smuggling prevention measures. Further, that the United States Government could provide economic and technical assistance in support of the Jamaican Government narcotic control program.

RECOMMENDATIONS

The Government of Jamaica has expressed its determination to eliminate the illicit production and traffic of marihuana and prevent the country from being used as a transit country for the smuggling of cocaine and other narcotics to the United States and other countries.

Jamaica is now on the threshold of a new era of agricultural and economic development under the Caribbean Basin Initiative.

Because of the relatively compact size of this island nation and the positive attitude of its government, it is recommended that a single program of assistance be developed that would address as one the three inter-related problems of agricultural and economic development, and narcotic control.

This recognizes that any assistance for agricultural and economic development risks failure without the production and traffic of narcotics being brought under control. Correspondingly, agricultural and economic development will greatly enhance the achievement of lasting narcotic control.

General Recommendations

Based upon its hearings, field investigations, and discussions with government leaders in the United States and abroad, the Select Committee has every reason to believe that the production of narcotic and psychotropic drugs is increasing, rather than decreasing. United States estimates on the production of marihuana, cocaine, and heroin in 1983 were derived from 1981 data and in 1984 from 1982 data.

This is impractical because planning and programs are being based on two year old data which is no longer relevant. There is no reason why data, especially estimates, can not be kept current on a monthly basis.

There is an urgent need to improve the collection and delivery of reliable statistical information pertaining to the production, trafficking, and consumption of illicit drugs. This information is critical to formulating a sound narcotics prevention and control strategy.

1. The Select Committee recommends that our State Department, the DEA, and other drug-related agencies, in consultation and cooperation with the drug producing countries and the concerned international organizations, work in concert to maintain reliable data on a monthly basis, in the area of illicit narcotic crops that are cultivated and eradicated worldwide.

2. The Select Committee urges the governments of Mexico, Peru, Bolivia, Colombia, and Jamaica as part of the plan they develop to gradually eliminate drug production, include a plan that would develop systematic aerial surveys of the illicit narcotic crop cultivation within their territory and that the United States assist these governments develop this capability.

HAWAII SOUTHEAST-SOUTHWEST ASIA and ITALY

Hawaii
Hong Kong
Thailand
Burma
Pakistan
Turkey
Italy

INTERNATIONAL NARCOTICS CONTROL
STUDY MISSION TO
HAWAII, SOUTHEAST/SOUTHWEST ASIA AND ITALY
(JANUARY 4-22, 1984)

A SUMMARY OF THE REPORT
OF THE
SELECT COMMITTEE ON NARCOTICS ABUSE AND CONTROL
NINETY-EIGHTH CONGRESS
FIRST SESSION
SCNAC-98-1-12

HAWAII

JANUARY 5

Briefing—Federal, State and local drug interdiction and enforcement

Mr. Daniel A. Bent, United States Attorney, District of Hawaii.
Mr. Michael A. Lilly, First Deputy Attorney General, State of Hawaii.
Mr. George Clemente, Acting Resident Agent-in-Charge, Drug Enforcement Administration.
Mr. George Roberts, District Director, U.S. Customs Service.
Rear Admiral Clyde Robbing, Commander, 14th Coast Guard District.
Mr. Guy A. Paul, Chief of Police, Hilo Police Department, Hawaii County.
Mr. Jimmy Leong, Intelligence and Enforcement, Honolulu Police Department, Hawaii.
Mr. Bruce Harrison, Tactical Enforcement Division, U.S. Customs Service.

Briefing—Drug abuse control U.S. military, Pacific

Admiral William J. Crowe, U.S.N., United Pacific Command, CICPAC.
Lieutenant Colonel Claude Jones, Head of Discipline, Law and Order Branch, Personnel Director.
Colonel Dick Jewitt, U.S. Army Western Command, Deputy Chief of Staff, Personnel.
Lieutenant Commander Busseno, Alcohol and Drug Abuse Prevention Programs, CICPAC.
Major Turner, Fleet Marine Corps Command, Pacific.
Lieutenant Colonel Wayne Gordon, Chief, Social Action Division, Headquarters, Pacific Air Force.

OFFICIAL MEETINGS

HONG KONG

JANUARY 9

Consul General Burton Levin and Staff.
Gordon Mortimer, Narcotics Commissioner.

THAILAND

JANUARY 10

U.S. Ambassador John Gunther Dean and Staff.

JANUARY 11

Deputy Prime Minister General Prachuap Suntharangkun.
Police Lieutenant General Pow Sarasin, Director, Central Investigation Bureau, Thai National Police.
Police Major General Chavalit Yodmani, Secretary General of the Office of the Narcotics Control Board.

BURMA

JANUARY 12

U.S. Ambassador Daniel O'Donohue and Staff.
Khin Maung Win, Deputy Minister for Home and Religious Affairs and Secretary General of the Central Committee for Drug Abuse Control.
U Thein Aung, Director General of the People's Police Force.
U Chit Hlaing Aung, Minister for Foreign Affairs.
H.E. Ye Goung, Minister for Agriculture and Forests.

PAKISTAN

JANUARY 14

U.S. Ambassador Deane R. Hinton and Staff.

JANUARY 15

Roedad Khan, Secretary General of Interior.
Kamram Aslam, Local Project Director, Gadoon Project.
Mr. Gale Day, UNFDAC Project Director, Agricultural Development Project in Buner.
Mr. Ghulam Habib, Assistant Commissioner of Malakand.
Mr. Mir Laiq Shaw, Deputy Commissioner Director.
Mr. Habib Ullah Khan, Assistant Political Officer.
Tribal Elder Malik Mohammed Nazir.
Lieutenant General Fazle Haq, Governor and Martial Law Administrator of the NWFP.

JANUARY 16

General Mohammed Iqbal Khan, Chairman, Joint Chiefs of Staff and Acting Chief Martial Law Administrator.
Abdul Haleen, Acting President of Pakistan.
Mahud A. Haroon, Minister of the Interior.

TURKEY

JANUARY 17

U.S. Ambassador Robert Strausz-Hupe and Staff.

JANUARY 18

Ecmel Baructu, Deputy Undersecretary for Political Affairs, Ministry of Foreign Affairs.
General Ismail Selen, Commanding General of the Jardarma.
Prime Minister Turgot Ozal.
Neemettin Karaduman, Chairman of the Turkish Grand National Assembly, and Fethi Celikbas, Chairman of the Foreign Relations Committee of the Grand National Assembly.
Fahri Gorgulu, Director General of the Turkish National Police.
Ertugul Kumcuoglu, Under Secretary of the Ministry of Finance and Customs.

ITALY

JANUARY 19

U.S. Ambassador Maxwell M. Rabb and Staff.
Arnaldo Forlani, Deputy Prime Minister.
Pope John Paul II.
Bettino Craxi, Prime Minister.

JANUARY 20

Julio Andreotti, Italian Foreign Minister.
Oscar Luigi Scalfaro, Italian Interior Minister.
Sandro Pertini, President of Italy.
Dr. Giuseppe Di Gennaro, Director, UNFDAC.

Briefing—Drug abuse control U.S. military Europe

Mr. Claude L. Martin, Special Assistant for Drug Enforcement Matters, Headquarters U.S. European Command.
Major Thomas Levitt, Chief of Drug and Alcohol Assistance Branch U.S. Army Europe.
Commander Jeannie N. Todaro, Human Resources Management Program Coordinator, U.S. Navy Europe.
Col. J. P. Millikin, Chief, Social Actions Branch, U.S. Air Force Europe.
Mino Martinazzoli, Minister of Justice.
Father Dom Mario Picchi, Italian Center of Solidarity Drug Abuse Treatment.

SUMMARY OF THE REPORT

The Select Committee on Narcotics Abuse and Control completed a two and one-half week study mission to Hawaii, Asia, and Rome from January 4 to January 22, 1984, to inspect opium and heroin production and trafficking patterns and efforts to control those problems. In addition, the Select Committee also examined the current levels of drug abuse within the Pacific and European Commands of the Army, Navy, Marine Corps, and the Air Force. A major issue that the Committee also examined in Hawaii was the domestic cultivation and traffic in marihuana in that State and the efforts by Federal and State law enforcement agencies to combat that growing threat.

The study mission consisted of four members of the Select Committee and four other Members of Congress. Members of the Select Committee on Narcotics Abuse and Control who participated in the study were Chairman Charles B. Rangel of New York, Ranking Minority Member Benjamin A. Gilman of New York, Representative Daniel K. Akaka of Hawaii, and Representative Frank J. Guarini of New Jersey. Representative Louis Stokes of Ohio participated as a member of the Committee on Appropriations, Representative George W. Crockett, Jr. of Michigan participated as a member of the Committee on the Judiciary, Representative Harold S. Sawyer of Michigan participated as the Ranking Minority Member of the Subcommittee on Crime of the Committee on the Judiciary, and Representative Harold Rogers of Kentucky participated as a member of the Committee on Appropriations.

In addition to Hawaii, the group visited Hong Kong, Thailand, Burma, Pakistan, Turkey, and Italy, and met with the heads of State and concerned Cabinet Ministers, narcotics control officials, and law enforcement leaders of each government. In Rome the delegation had the eminent privilege of a private audience with His Holiness Pope John Paul II. The delegation shared with the Pope its admiration for his strong positions against drug abuse and the power and influence of the Mafia in Sicily. His Holiness delivered a special message to the delegation on the threat drug abuse presents to the family and society.

During the study mission, the delegation participated in on-site inspections of poppy cultivation and opium harvesting, as well as opium crop substitution projects, along the Thai-Laotian border. In Pakistan the Members visited crop substitution projects sponsored respectively by the State Department's Agency for International Development in the Gadoon area and by the Bureau of International Narcotics Matters in the Malakand area. In addition, the delegation visited the United Nations Fund for Drug Abuse Control (UNFDAC) agricultural development project in Buner, Pakistan. The delegation also toured the Nasir Bagh Afghan Refugee Camp outside of Peshawar, Pakistan.

Hawaii

The Select Committee received an extensive briefing from Federal, State and local narcotics enforcement officials in Honolulu on January 5, 1984. The delegation concluded as a result of the briefings that Hawaii serves as a major transshipment center for South-

east Asian heroin entering the United States. To combat this threat, Federal law enforcement presence in the State of Hawaii must be strengthened. Proposed reductions in Customs personnel in Hawaii will have a devastating effect on the ability of the Customs Service to perform necessary inspections for narcotic contraband entering Hawaiian airports and terminals. Similarly, DEA is in need of increased manpower to combat a growing heroin wholesale distribution network reportedly flourishing in Honolulu, and to develop international heroin conspiracy cases based upon information obtained from narcotic arrests and seizures made in Hawaii.

Federal enforcement authorities must be vigilant to insure that Hawaii does not become a transshipment point for South American cocaine destined for the West Coast. While this threat is presently seen as minimal by Hawaiian law enforcement officials, the potential for this to develop exists due to available air transportation from South America via Fiji and Tahiti into Hawaii. The increased pressure being placed on cocaine traffickers in the Caribbean may force them to develop alternative routes for their shipments.

Likewise, Federal law enforcement must give careful attention to the infiltration of Hawaii by foreign organized criminal groups engaged in drug trafficking. The possibility for foreign criminal groups, particularly from Japan, to utilize Hawaii to traffic drugs to the West Coast is increasing. Recent investigations in Hawaii have revealed attempts by some Japanese crime groups to smuggle heroin into the United States.

The cultivation of marihuana is becoming accepted as a way of life in the State of Hawaii, particularly on the outer, rural islands. This illicit activity is creating a massive underground economy that has the potential of corrupting the State.

RECOMMENDATIONS

1. An aggressive Federal campaign is needed, including military assistance and equipment, to eradicate marihuana production in Hawaii. The U.S. Postal Service was identified as a frequently used channel to ship marihuana from Hawaii to the mainland United States. The Committee urged the Postal Service to reassess its policies limiting the use of detector dogs to ferret out parcels of marihuana being mailed from Hawaii. The Committee is pleased to learn that the Postal Service, in conjunction with the Department of Justice initiated a drug detector dog program under proper legal procedures in postal facilities and seized significant quantities of marihuana destined for the mainland. This program should be expanded and intensified.

2. The Hawaiian State legislature and court system must become more vigorous in combatting the production of marihuana in the State. The existing penalty structure and sentences meted out only serve to foster the permissive attitude in the State over marihuana production.

3. Steps should be taken to ensure that DEA in Hawaii has adequate manpower, equipment and operating funds to effectively suppress the movement of wholesale quantities of heroin and cocaine into the State for distribution and use. This manpower and support

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would also enable DEA to more effectively develop prosecutions against the major traffickers of marihuana in Hawaii. Additionally, it would enable DEA to ensure that Hawaii does not become a major entry port for heroin of Southeast Asian origin and cocaine from Colombia and Peru via Tahiti and Fiji into the United States.

4. This Committee is in receipt of reports from many sources alleging that sail and motor yachts are being used to smuggle large bulk quantities of marihuana from the various islands of Hawaii to the States of California, Oregon and Washington. Cargo containers aboard regularly scheduled merchant marine voyages to the United States are also said to be extensively used to move large bulk quantities of marihuana from Hawaii to the mainland. Since all of this is outside U.S. Customs' jurisdiction, it is recommended that DEA and the Coast Guard with the advice and technical assistance of Customs and the State and local authorities should organize a mini task force to address the interstate traffic of marihuana between Hawaii and the West Coast States.

5. The Committee's visit to Southeast Asia, following its initial stop in Honolulu, confirmed trends of an increasing production and traffic of opium and heroin in that region and the threat of heroin smuggling via Honolulu this poses to the United States. Rather than reducing narcotic inspection and control personnel as is now in process in the Hawaiian district, the U.S. Customs should increase it. This is essential to effectively prevent the movement of Southeast Asian heroin through U.S. Customs controls at the Honolulu International Airport and the State's seaports for onward movement to mainland States. Sufficient personnel and resources for Customs are also necessary to ensure against Hawaii being used as a penetration point for the smuggling of cocaine to the United States.

6. Drug trafficking intelligence available to narcotic enforcement units in Hawaii must be enhanced. At the present time all agencies operating in Hawaii, particularly the Customs Service and the Coast Guard, should seek to obtain the specific forms of narcotics intelligence from other Federal and/or State enforcement agencies that would enhance the performance of their narcotics missions. Top priority should be given to the development of the Long Beach, California center of the National Narcotics Border Interdiction System (NNBIS) to increase narcotic smuggling intelligence from Hawaii to the West Coast via private yachts and container shipments.

Hong Kong

After meeting with Hong Kong narcotic abuse and law enforcement authorities, as well as with American Counsel General Burton Levin, DEA Resident-in-Charge Robert J. Furey, and other consulate personnel, the delegation concluded that while Hong Kong may not be a major heroin transshipment point to the United States, it facilitates narcotics trafficking by serving as a financial center of this illicit industry.

Acting as the financial and banking center for the Far East, Hong Kong has few foreign exchange controls and has strict laws and regulations guaranteeing the privacy and confidentiality of

bank deposits and records. The United States has a great interest in conducting financial investigations of drug traffickers in concert with Hong Kong authorities. However, the present structure of Hong Kong law operates against this type of joint order before a Hong Kong court will subpoena any financial records from a Hong Kong bank. This presents difficult problems for United States law enforcement authorities because before an American court can issue an order to a Hong Kong court for execution, an indictment against the accused must already be filed. This obviously frustrates the investigative process. Hong Kong needs greater access to banking and financial records and improved asset seizure laws to make it more effective in the investigation of narcotics traffickers.

The Select Committee was pleased to learn that the People's Republic of China has cooperated with the Hong Kong Government in improving its border patrols and disrupting a heroin trafficking route from Bangkok, via the People's Republic into Hong Kong.

Although the officials with whom the delegation met seemed to minimize the role played by Hong Kong in heroin smuggling to the United States, some ominous facts do surface that may belie a passive role, and cause greater attention by narcotic intelligence analysts. Hong Kong's accessible coastline and open ports and borders make it a prime target for smugglers. Further, Hong Kong has a tremendously large addict population and the colony is flooded with heroin, particularly #3 heroin—that which is consumed by smoking. Hong Kong drug trafficking is controlled by local, organized Chinese groups. The close-knit character of the Chinese community internationally can facilitate contact among narcotics traffickers worldwide. That Hong Kong could again develop into a major heroin transshipment center to the United States is a matter that should be closely watched by the Drug Enforcement Administration.

RECOMMENDATIONS

1. Hong Kong authorities should develop greater legal access to banking and financial records to further cooperative international narcotic investigations.

2. The numerous offshore islands, coves, and small harbors in Hong Kong make it vulnerable to seaborne narcotic smuggling from Thailand. In addition to sustaining a serious, indigenous addiction problem, these supplies through the aegis of international ethnic Chinese trafficking organizations pose a constant threat to the United States. Hopefully the Hong Kong authorities will continue to be able to ensure that heroin traffic from their territory to the United States does not become significant.

THAILAND

In Thailand the delegation met with Deputy Prime Minister General Prachuap Sùntharangkun; Police Major General Chavalit Yodmani; Secretary General of the Office of the Narcotics Control Board (ONCB); and other ONCB officials; as well as Ambassador John Gunther Dean and members of the American Embassy staff involved in narcotics matters. While in Thailand the delegation

participated in a field trip to the Doi Yao and Pha Mon crop control projects along the Thai-Laotian border.

The Hmong hill tribe village of Bhanrhomputhai Doi Yao and Pha Mon Crop Sub stitution Project in the Theong and Chiang Khan Districts of Chiang-Rai Province of Thailand which is adjacent to Laos. (January 13, 1984)

The delegation, while pleased with the progress made by the Thai Government in forcing major heroin manufacturers and traffickers to retreat from Thailand to Burma concluded that the Thai Government should be moving more firmly to phase out all opium production in areas under its control and in containing the international opium and heroin traffic that moves through Thailand.

During the past three years the Thais have moved very aggressively against drug traffickers along the Thai-Burmese border. During this period of time the Bangkok Government has been able to extend its authority over northern areas that were formerly in control of insurgent groups, some of whom were involved in drug trafficking. As the insurgency problem diminishes, the Thai Government is able to end poppy cultivation in the hill tribe areas. It is estimated that Thailand is capable of producing between 50 and 100 tons of opium annually.

It is reported that 5 percent of the poppy grown in the Golden Triangle comes from Thailand, with the bulk of the remainder cultivated in Burma in insurgent areas beyond control of the Rangoon Government. Thailand's 5 percent, however, is responsible for the estimated production of 35 tons of opium in 1983. In addition, Thailand's excellent roads, communication and transportation system, built with U.S economic assistance, while contributing to economic development has also facilitated narcotics trafficking. Major traf-

ficking routes exist from Burma and through Thailand for distribution to the rest of the world.

Hill tribe farmer incising opium poppy for harvesting. Left to right: Representatives Guarini, Rangel, and Gilman. (January 13, 1984)

Police Major General Chavalit Yoddmani, Secretary-General, Thai Office of Narcotic Control Board, explains substituting coffee bean cultivation for opium poppy. Left to right: Chairman Rangel, Representatives Guarini, (Chavalit), Gilman, Rogers, and Akaka. (January 13, 1984)

Deputy Prime Minister Prachuap emphasized the Thai commitment to the elimination of poppy cultivation in his country but he cautioned that the hill tribespeople in the North have been involved in both insurgency and the growing of opium for many years. He indicated that in the past few years the Thai Government had made many great gains in bringing these people into the orbit of Thai society and that all this could be lost if the government moved too fast in the total elimination of all poppy cultivation and opium production.

General Chavalit pointed out to the delegation that the Thai Government did not have crop substitution projects in 37 percent of the poppy growing and opium production areas within the Thai territory of the Golden Triangle. He called for increased bilateral and multilateral assistance to Thailand to accomplish full eradication. The General described a $70 million, 5–10 year crop substitution plan which would be introduced into 8 major opium producing areas. The $70 million plan would mandate ending non-commercial production of opium immediately, then the elimination of hill tribe village consumption, and then finally complete elimination. The delegation took General Chavalit's plan and funding request under advisement and cautioned that the Thai Government should insure that U.S. and U.N. agricultural and rural development assistance should not be used to facilitate poppy cultivation or opium production.

The Select Committee concluded that the Thais must begin to move more firmly to phase out the remaining poppy cultivation that exists in the country. While opium production in Thailand has

hit a low point, it could explode dramatically. Most crop substitution projects are only demonstration programs at this point and increased efforts must be directed to finding markets and transportation for the new substitution crops. Similarly, the Thai Government must initiate an aggressive and sustained effort to disrupt opium and heroin trafficking through its territory. This will require increased law enforcement, as well as new conspiracy and asset seizure laws to be utilized against major traffickers.

RECOMMENDATIONS

1. The United Nations Crop Replacement and Community Development Pilot Program in the northwest opium growing region of Thailand has identified successful substitute crops and market possibilities for poppy growers. Host country funds, United States and other bilateral assistance contribute to this work.

The Committee received the impression that up until now there has been disappointment on the part of the international technicians assisting the Thai authorities in this work over the failure of the government since 1976 to phase out opium production as the replacement crops come on line. Reports have also been made that fertilizer provided for substitute corps has been used to enhance opium production. Also permitting villages to continue to produce for their opium abuse needs is contrary to the Single Convention and invites the creating of new addicts or a reversion to renewed commercial production.

The time has come for the Government of Thailand to finalize a plan that will progressively phase out poppy production, eradicating where necessary, to end the production of the opium in the region and to wean the village opium addicts off the drug simultaneously.

The Government of Thailand has had a master plan to phase out opium production in preparation for about 2 years. It is being developed with the United Nations Development Program and is now scheduled to be presented to a conference of potential multilateral and bilateral donors scheduled to meet in the spring of 1984.

The Committee looks forward to the presentation of this plan and will strongly support bilateral and multilateral assistance on the part of the United States for its implementation. It is hoped that it will include a schedule for the complete phase out of opium production within five years with substantial reduction made each year. This Committee is most anxious that the Government of Thailand present its "master plan" to phase out opium as scheduled for the spring of 1984, so as to avoid any question of eligibility for U.S. economic and military assistance under the Hawkins/Rangel/Gilman Amendment which requires termination of such aid for any country not preparing and implementing a plan to gradually eliminate the illicit cultivation, production, trafficking and smuggling of illicit drugs affecting the United States.

2. The Committee was very favorably impressed with the successful operations waged by the Government of Thailand against the large and very sophisticated heroin laboratories along the Thai-Burmese border. The seizure and destruction of those installations, as well as major seizures of heroin, morphine base and opium has

significantly disrupted this traffic. Unfortunately, the heavy production of opium and heroin in Burma and to some extent in Laos provides ample replacements for what is seized in Thailand. Hopefully, once Thailand leads the way in ending illicit opium production, Burma and Laos notwithstanding technical and political difficulties will be obliged by international public opinion to follow.

Meanwhile, the United States, other Pacific nations, and Western European countries now so heavily and tragically affected by the heroin traffic originating in, or trafficked through. Thailand should support that country's narcotic suppression effort through bilateral or multilateral narcotic enforcement assistance funds and direct narcotic enforcement cooperation between their respective drug enforcement services.

3. The Committee, in meetings with the Thai authorities, was pleased to learn that discussions were underway on the possibility of enacting legislation that would provide for a conspiracy law and also for the seizure and forfeiture of assets accrued from drug trafficking. The effectiveness of those measures was supported by the delegation and they urged the Thai officials to adopt this legislation. The Committee was elated to learn that the Thai Office of the Narcotics Control Board has now presented draft legislation for those measures to the appropriate Parliamentary Committee.

4. More than a half million people in Thailand are addicted to opium and heroin. While much of this addiction is caused and sustained by opium and heroin production in the country, the traffic from Burma and Laos also victimizes Thailand. Locally produced high grade cannabis and illicitly diverted supplies of psychotropic drugs are also heavily trafficked and abused in the country.

The Government of Thailand has 71 treatment centers in country and a well organized national treatment program going back to 1972. Ending the production of opium and heroin in Thailand, Burma and Laos provides the best hope of bringing heroin and opium addiction in Thailand under control by eliminating its unlimited availability. Thailand recognizes this and the Committee urges the international community of nations to increase its support of Thailand's efforts to bring the traffic and abuse of opium, heroin, and other drugs under control in its territory and the region.

Burma

On early morning January 12, 1984, the delegation left Bangkok for a full day visit in the Union of Burma. In addition to meeting with Ambassador Daniel O'Donohue and his staff in Rangoon, the delegation also met with Hhin Maung Win, Deputy Minister for Home and Religious Affairs and Secretary General of Central Committee for Drug Abuse Control; U Thein Aung, Director General of the People's Police Force; U Chit Hlaing, Minister for Foreign Affairs; and H. E. Ye Goung, Minister for Agriculture and Forests.

Burma is by far the largest opium and heroin producer in the Golden Triangle. It is estimated that over 550 tons of opium were produced in Burma in 1983. The major opium growing and heroin refineries are along the Chinese, Laotian and Thai borders in Eastern and Northeastern Burma. These same areas are under the con-

trol of various insurgent groups which are fighting the Rangoon Government, and for the most part are involved in drug trafficking.

The insurgent involvement with drug trafficking creates the "Burmese Dilemma" in its desire to aggressively combat opium production and drug trafficking and seek the assistance of other nations in this endeavor. The Burmese view the insurgency issue as strictly an internal one. The involvement of other nations in that effort, and the concomitant issue of opium control, would undermine Rangoon's credibility with the native populations in the area it wishes to bring under its control. Deputy Minister Hhin Maung Win strongly pointed out to the delegation that the assistance has been expanded for this purpose and it should be continued.

3. Burma expressed a willingness to explore the use of herbicidal spraying as a poppy crop eradication technique. The State Department, in conjunction with the Drug Enforcement Administration, should provide to the Burmese Government technical, scientific, and other assistance and information it may need to explore the feasibility of a herbicidal aerial spray opium eradication program.

4. Notwithstanding Burma's political and cultural preference for nonalignment and isolation it has an obligation to cooperate under the Single Convention with all governments in campaigns against the illicit traffic of narcotic drugs. Under the Single Convention it can do just that without conflict with its non-alignment policy.

Burma is not maintaining its obligation under the Single Convention to work with and assist its neighbors and other governments suppress the heavy traffic in opium, morphine base and heroin originating in Burma that is seriously affecting them.

Neighboring Thailand and Malaysia are the countries most seriously affected by the traffic from Burma. It addicts hundreds of thousands of the Thai and Malaysian people. It supplies the heroin trafficked through their territory and the raw materials processed into heroin in their countries for internal consumption and trafficking abroad. Under Articles 4 and 35 of the Single Convention, Burma has a solemn obligation to cooperate with the Governments of Thailand and Malaysia to suppress this activity. If Burma cooperated directly in active narcotic enforcement operations with Thailand and Malaysia, they could regularly immobilize clandestine heroin refineries and seize ton quantities of opium, morphine base and heroin. The lack of direct and active narcotic enforcement cooperation by Burma with Thailand and Malaysia is a major impediment to more effective narcotic suppression in the region and worldwide given Burma's major world supplier role.

The Committee urges Burma to develop direct and active narcotic enforcement cooperation with Thailand and Malaysia as a means to stem the flow of heroin and opiate raw materials from Burma to and through those countries.

5. The Committee recommends the Government of Burma seek the assistance of the Government of Thailand to work jointly along the Thai-Burmese border to detect and seize the heroin refineries operated along the Thai-Burmese border.

In addition to that critical area, Burma should increase and intensify its narcotic intelligence collection and enforcement efforts

within the country to uncover the major organizations responsible for the internal and international trafficking activity and bring them to justice.

There are reports that due to the Thai Government's aggressive disruption of the traffic from Burma into Thailand, some of the criminal groups are moving heroin westward into India and Bangladesh for smuggling to Western Europe and North America as well as for consumption in India. The Government of Burma should also develop direct narcotic enforcement cooperation with those governments to stem this new threat to the region and the international traffic.

6. For decades we have been told that the illicit cultivation of opium in the Shan and Cachin States of Burma and its conversion into morphine base and heroin to supply a worldwide traffic was the work of insurgent groups. The problem of the illicit production and traffic of opium and its derivatives has steadily increased. This situation has gone on for over 35 years and the Government of Burma has neither been able to subdue the so-called insurgents or to negotiate some form of agreement for their peaceful coexistence as part of the Union of Burma.

Insurgency does not grant the right to produce and traffic in narcotics. While insurgency is universally recognized as an internal political matter. It ceases to be completely so when the insurgents are a major factor in the international illicit narcotic traffic. This activity is a flagrant and very serious breakdown in the international narcotic control convention system administered by the United Nations and ratified by 134 nations, including Burma.

If, as statements by Burmese leaders indicate, long-term and effective elimination of the production and traffic of opium and heroin in the Shan and Cachin States will only come when insurgency ends, the world community ought to consider helping Burma solve this problem. Given the fact that the insurgency is responsible for a serious breakdown in the control mechanism of the Single Convention on Narcotic Drugs of 1961, the United Nations might be invited by the Government of Burma to use its good offices to define and arbitrate the objectives sought by the insurgents. Possibly concessions could be made by all parties that would bring peace to the area and control of the narcotic traffic. The good will and support of such a United Nations mission by the neighboring countries, Thailand, Malaysia, India, Bangladesh and most importantly of all, China, is essential to its success.

The Committee urges that the Government of Burma seek the understanding and support of its neighbors and all friendly countries to end the problem of insurgency in the Shan and Cachin States through the negotiation process. This would create an environment for the socio-economic development and narcotic enforcement controls in the region necessary to end the production and traffic of opium and heroin so tragically affecting much of the world, but particularly the Southeast Asian countries.

India

India as the world's largest and now the only producer of gum opium for legal pharmaceutical purposes has historically been re-

markably free of opium diversion and the illicit manufacture and traffic of heroin. This has been largely due to an effective opium production control system.

The Government of India is vigilant in preventing leakage from legal opium production and from the large stockpile of opium which currently exists. There are also reports of some illicit opium production. In recent years India has been a source for methaqualone originating in, or transiting, the country. There are indications this traffic has leveled off during 1983.

Because of its geographic location between the two major illicit supply regions of Southeast Asia and the Near and Middle East, India in the last two years has developed into a major transit route for heroin, whereas heretofore only hashish originating in Nepal and Pakistan transited the country.

In Thailand and Burma, the Committee received reports of a new trend in the smuggling of heroin, morphine base, and opium from Burma to India for onward smuggling to Western Europe and North America and consumption in India.

The Committee has noted that in 1981, 9 kilos of heroin were seized in India; in 1982, 29 kilos; and during the first 9 months of 1983, 92 kilos were seized. During the same period of 1983, 1.3 tons of opium were confiscated coming from Pakistan, although most of it may have originated in Afghanistan. Two clandestine heroin laboratories were also seized in India in 1983. It is estimated that about one ton of heroin from the Khyber Agency of Pakistan is now entering India annually, mostly for transit to Western Europe and North America.

During the first 8 months of 1983 in Western Europe, 50 cases were developed involving a seizure total of 123 kilos of heroin, where the smugglers had begun their journeys in either Bombay or New Delhi. At Kennedy International Airport, New York City, on April 9 and 10, 1984, Customs officers seized a total of 40 kilos of heroin from couriers originating in New Delhi. This was the largest heroin seizure made in the United States since 1974. The principals of the organization originating in New Delhi were also apprehended. They were delivering the heroin to associates in the United States, who had immigrated from India.

The Government of India is greatly concerned with these developments and is carrying out a vigorous suppression effort and cooperating with other concerned governments affected by this traffic.

The Committee is greatly concerned with these relatively new illicit traffic trends occurring in India and urges that the Governments of India and the United States ensure that their narcotic enforcement cooperation is brought to maximum effectiveness to meet this threat.

RECOMMENDATIONS

1. Experts believe that because of its geographic location, the Government of India's legal narcotic control system for the production and manufacture of narcotic and psychotropic substances is now being severely tested. Ruthless and resourceful international narcotic trafficking organizations are now targeting India for supplies of narcotic and psychotropic drugs and as a base for their

international trafficking operations. The government should ensure that its regulatory narcotic and psychotropic control mechanism remains equal to the challenge.

2. The Government of India should also take measures to provide for more stringent penalties against convicted traffickers and to increase and intensify narcotic enforcement operations in this new and rapidly developing illicit traffic phenomenon.

3. The Committee is pleased that DEA is assigning one additional agent to the two agents already stationed at New Delhi. The Committee urges DEA to follow illicit traffic trends in India closely with a view to further increasing the agent staff at New Delhi, or assigning agents to the Consulate General at Bombay should the need arise.

PAKISTAN

From January 14–17, 1984, the delegation continued its study mission through meetings and field trips to crop substitution projects in Pakistan. Our Ambassador, Deane R. Hinton, and his embassy team provided excellent briefings, information and assistance to the delegation.

Meeting with Pakistani Officials, American technicians and opium growers at Gadoon, Mardan District, Pakistan. The U.S. Aid program launched in September 1983 is scheduled to phase out poppy cultivation within 5 years in this area. (January 15, 1984)

In addition, meetings were held with the following Pakistani officials: Chief Justice Abdul Haleen, who was serving as the Acting President of Pakistan in the absence of President Zia; General Mo-

hammed Iqbal Khan, Chairman of the Joint Chiefs of Staff and the Acting Chief Martial Law Administrator; Mahud A. Haroon, Minister of the Interior; Roeded Kahn, Secretary-General of the Interior; Mairaj Husain, Chairman, Pakistan Narcotics Control Board (PNCB); and Lt. General Fazal Haq, Governor of the Northwest Frontier Province (NWFP).

Pakistan recognizes the need for effective narcotics control. The increase in the number of heroin addicts from practically zero in 1980 to approximately 150,000 in 1983 caused alarm in Pakistan. Reacting to this problem, the government reduced opium production from an estimated 800 tons in 1978 to an estimated 63 tons in 1983. This came about as the result of the Hadd Ordinance and Dangerous Drug Laws of 1979 whereby Pakistan ended the quasi-medical use of opium and the production of opium for that purpose in the territory under its control. This action was required by the Single Convention on Narcotic Drugs of 1961 to be placed in effect by December 1979.

Briefing at Chakdara, Malakand District of Pakistan by Pakistani Officials and U.S. technicians on State Department opium replacing program begun in 1982 and scheduled to end opium production entirely with the 1986 crop. (January 15, 1984)

Implementation of the Hadd Ordinance was enhanced by agricultural and rural development assistance programs in the Buner Area by UNFDAC and in the Malakand Agency by the U.S. State Department, Bureau of International Narcotic Matters (INM). Another similar project has been launched by U.S. AID in the Gadoon Area in late 1982. Pakistan is committed to phasing out opium production and is preparing to launch a program in the Dir District where 40 percent of the opium in the merged area of the NWFP is alleged to be produced.

Pakistan's dramatic decrease in opium production has not significantly reduced the problem of the illicit manufacture and traffic of heroin originating in the Federally Administered Tribal Areas (FATA). This is because Pakistani narcotic control laws have only recently been extended to these areas, but have not yet been applied. Opium production has continued in the area and there are allegations it has increased where steps have not yet been taken to phase it out. Additionally, it serves as a "privileged sanctuary" for laboratories manufacturing heroin from opium originating in the tribal areas and Afghanistan for export worldwide.

Increased opium production in Afghanistan since 1979 has caused Pakistan to become a major transshipment nation for Afghan-produced opium and reportedly some heroin. An estimated 400 tons of opium were produced in Afghanistan in 1983, half of this amount is allegedly imported into Pakistan.

By 1983, networks of sophisticated Pakistani-U.S. drug trafficking organizations were operating with extensions in Frankfurt, London, New York, Baltimore, Detroit, and Los Angeles. The Pakistanis have not been effective in dealing with this serious international narcotic manufacturing and trafficking problem. The government's performance in arresting and prosecuting major drug traffickers has been poor. Corruption is an ever increasing problem, and only recently has the government instituted substantial penalties for drug traffickers, as well as for abettors and financiers of the trade.

In meetings with Pakistani officials there emerged a clear recognition of the trafficking issue and the impact that failure to control drug traffic could have on U.S.-Pakistani relations. Interior Secretary-General Roedad Kahn pointed out to the delegation that the opium production and conversion that takes place in Pakistan occurs in the North West Frontier Province (NWFP). The NWFP is organized into "settled areas" where all Pakistani law applies, "Provincially Administered Tribal Areas" (PATA) where Pakistani laws do generally not apply unless ordered so by the Governor of the NWFP, and the FATA along the Afghan border where Pakistani law only applies when President Zia proclaims so.

Chairman Rangel pins a Pakistan/American friendship insignia on a young Afghan boy in the Nasir Bagh Refugee Camp near Peshawar, Pakistan. (January 15, 1984)

Since the promulgation of the Hadd Ordinance in 1979, which applied the principles of Islam to narcotics, thus banning the cultivation of opium and the trafficking and use of narcotics, the production of opium has dramatically decreased. The recent decision by the government to extend all the drug laws to the tribal areas, if enforced, should further enhance the ability of the Pakistani Government to combat the trafficking threat. Secretary-General Kahn of the Ministry of Interior pointed out, however, that Pakistan is in dire need of intelligence to do an effective job against trafficking. Pakistani officials, including Mairaj Husain, Chairman of the PNCB called for increased assistance from the United States and specifically from the Drug Enforcement Administration to assist Pakistani police authorities in building an effective investigative-intelligence network.

The delegation underscored the need to aggressively move against known trafficking networks. It was pointed out to Acting President Haleen that the mere extension of Pakistani law to the tribal areas will not provide deterrence if they are not enforced and that the major trafficking centers of Karachi and Lahore are settled areas where government authority is without question.

Representative Sawyer greeting Afghan tribesmen at the Nasir Bagh Refugee Camp near Peshawar, Pakistan. (January 15, 1984)

Meeting with Mahud A. Haroon, Minister of Interior, Islamabad, Pakistan. Left to right: Representative Stokes, Secretary-General Roedad Khan, Ambassador Hinton, Chairman Rangel, Minister Haroon, and Ranking Minority Member Gilman. (January 16, 1984)

In Peshawar the delegation met with the Governor of the NWFP, Lt. General Fazal Haq. They again emphasized aggressive law enforcement against both producers and traffickers. General Haq said he agreed this must be done and stated it was his intention to use military courts against apprehended violators. General Haq indicated he has made this intention publicly known and that in the NWFP one must "back up his words with actions" to maintain control.

The delegation concluded that while the Pakistani Government has made progress in reducing poppy cultivation to date, production could rapidly escalate if the price begins to rise out of the depressed level it fell to in 1979 or if enforcement lags or if the Government fails to convince farmers that under no circumstance will opium production again be permitted. The agricultural and rural development projects and crop substitution should improve the standard of living in the poppy producing areas. Conversely, Pakistan must do a more effective job of controlling opium and heroin trafficking through its country, particularly that which is refined and smuggled along the border with Afghanistan.

RECOMMENDATIONS

1. The Committee wishes to commend the Government of Pakistan for its action in reducing the cultivation area for opium poppy from about 34,360 hectares (80,900 acres) in 1979 to about 3,600 hec-

tares (9,000 acres) in 1984. The Committee is equally impressed with the Special Development and Enforcement Plan (SDEP) for the opium producing areas of Pakistan presented on November 18, 1983, which invites international donor assistance to help phase out opium production where it has been allowed to continue.

The Committee is very favorably impressed with the excellence of this plan which provides for ending opium production in the merged PATA districts of Dir and Chitral Districts and the tribal area of the settled Mansehra District. It would also phase out production in two tribal area FATA Agencies; Bajaur and Mohaand which are the heaviest producers of record in the tribal area.

Opium production would come to an end entirely in those areas with the harvest of 1986 crop and the Committee urges the State Department to give every consideration to supporting the SDEP project.

The Committee wishes to particularly compliment the Government of Pakistan on that portion of the SDEP which provides for a program of "Aerial Reconnaissance of Poppy Growing Areas." This is the most effective means of ensuring farmer compliance with the Hadd Ordinance and detecting non-compliance for the purpose of eradication. The Committee urges this element of the SDEP to be implemented as envisaged in March and April 1984 and that international assistance be provided as much as possible.

It is the belief, however, of the Committee that the Government of Pakistan, taking into consideration the Hadd Ordinance and Dangerous Drug Laws placed in effect in February 1979 prohibiting the production, and use of all addictive drugs, should prepare, as soon as possible, a plan providing for the gradual elimination of opium production throughout its entire territory, including the PATA (merged areas) and the FATA (tribal areas), where opium has continued to be illegally produced through the 1984 crop year and which were not included in the phase out, programmed by the SDEP, of November 18, 1983. The Committee urges the Government of Pakistan to prepare and implement a plan. The plan should schedule an annual phase down of production and set a date for ending it entirely. It should also include suggested agricultural and rural development projects which can be supported by bilateral and multilateral foreign assistance programs to facilitate the transition to substitute crops and other agricultural pursuits by farmers. This would include the phase out of opium poppy production in the merged PATA Districts of Swat (exclusive of Buner) and Kohistan, and the tribal FATA Agencies of Khyber, Orakzai, Kurram and South Waziristan. Given the rising price for opium in late 1983, expanded opium production is reportedly developing in FATA areas. This could cancel out the hoped for opium reduction gains through the $25 million SDEP program and cause prospective donors to withhold donations.

A similar program covering the remaining areas where opium reduction has been allowed to continue would encourage donors to contribute to the SDEP.

2. Justifiable praise has been given to the Pakistani authorities for significantly reducing the area and tonnage of illicit opium production since it began implementing its obligations under the Single Convention with the Hadd Ordinance and Dangerous Drug

Laws in February 1979. However, the augmentation of the remaining opium production in Pakistan with as much as 200 to 400 tons of opium from Afghanistan has permitted the enormous illicit production and traffic of heroin to continue and increase in Pakistan. The government is constantly urged to increase and intensify its efforts to suppress this illicit manufacture and traffic of heroin by striking at the trafficking centers of Karachi and Lahore to immobilize the major organizations through drug seizures, arrests and prosecutions. Seizures have been commendable but the quantity and quality of the arrests and prosecutions have been disappointing.

Much information and some evidence has been received by the Committee that the bulk of the opium and opiates that enter Pakistan from Afghanistan for processing and smuggling abroad does so via the Khyber Pass and in the Khyber Agency. Together they form the single most vulnerable "choke point" in the history of narcotic smuggling. Controlling the Khyber Pass can prevent the bulk of opium, morphine or movement from Afghanistan to Pakistan. Controlling the Khyber Agency can prevent the overwhelming bulk of clandestine heroin manufacture in Pakistan that spreads worldwide.

In December 1983 government extended the Hadd Ordinance and Dangerous Drug Laws to the FATA tribal areas which, of course includes the Khyber Agency and Pass. The Committee urges the Government of Pakistan to give the highest priority to establishing measures to bring under control the enormous smuggling of opium and opiates through the pass from Afghanistan. Highest priority should also be given to implementing with the tribal leadership in the Khyber Agency, particularly in the vicinity of Landi Kotal, full enforcement of the Hadd Ordinance to seize and destroy the operating heroin laboratories and the stocks of opium, morphine and heroin as well as the chemicals needed for heroin manufacture. The Hadd Ordinance has now been in force over 5 years, the time has come for its application at the very core of the problem in Pakistan, the Khyber Agency.

3. The Committee urges the Government of Pakistan to increase and intensify its narcotic enforcement cooperation with its neighbor, Afghanistan, to enhance efforts to suppress the heavy smuggling of opium and opiates from the latter into Pakistan. A similar cooperative enforcement program should be pursued with the Government of Iran to prevent the movement of opium and opiates from Pakistan into Iran. As all three countries are party to the Single Convention, all have regularly participated in the work of the UN Commission on Narcotic Drugs, and, along with Turkey and Sweden, are members of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, the mechanism for assisting each other in campaigns against the illicit traffic is well established.

4. The Committee is concerned with the continuing traffic of hashish directed at the United States, estimated to average about 200 tons annually. Investigation indicates that about 40 percent, or 80 tons, originate each year in Pakistan. The Committee learned that, notwithstanding the reemphasis against the illicit production of hashish in Pakistan in 1979 by the Hadd Ordinance, substantial

production continues to exist. The Committee urges the GOP to take the necessary measures to eradicate this production and intensify its efforts with DEA to develop important arrests and seizures in this traffic affecting the United States.

AFGHANISTAN

While it was not possible for the Committee to visit Afghanistan in the course of the visit to the countries in the region, it was able to document that the production of opium and the illicit manufacture and traffic of morphine and heroin have increased dramatically over the past four years.

The rate and quantity of the seizures made by the authorities in Iran and Pakistan in the traffic from Afghanistan have increased substantially. The Afghan Government has informed the International Narcotic Control Board that, within country, law enforcement personnel over the period 1979–1983 have seized multi-ton quantities of opium, as well as large quantities of morphine, heroin, methaqualone, and cannabis. The abuse of opiates and psychotropic drugs is growing. The government reports handing down severe sentences for drug violations through special courts. Afghanistan has also continued to regularly participate in the meetings of the subcommission on Illicit Drug Traffic in the Near and Middle East of the United Nations Commission on Narcotic Drugs.

RECOMMENDATIONS

1. In connection with the problem of the production of illicit drugs becoming a part of the local economy, albeit illegal, the Subcommission on Illicit Drug Traffic in the Near and Middle East recommended that urgent consideration must be given to the need for heavy investment in infrastructure and other development in areas where narcotic raw materials were being produced. The Subcommission recommended that the Commission on Narcotic Drugs and all potential donor States should examine these needs, not only in the context of contributions to the United Nations Fund for Drug Abuse Control or other parts of the United Nations system, but by considering a coordinated approach with the World Bank and other major international financial institutions.

The Committee supports this recommendation and urges the Government of Afghanistan to initiate discussions with the International Narcotic Control Board, the Commission on Narcotic Drugs and the United Nations Fund for Drug Abuse Control leading to international, financial and technical assistance to bring the illicit production and traffic of narcotic and psychotropic substances in its territory under control.

2. The Committee also recommends that the Government of Afghanistan increase and intensify its narcotic enforcement cooperation with Iran and Pakistan under the aegis of Article 35 of the Single Convention on Narcotic Drugs of 1961. Cooperative campaigns against the illicit traffic between those countries would make a great contribution to reducing the worldwide availability of heroin and the tragic addiction of millions, particularly those in Iran, Pakistan and Afghanistan.

IRAN

The Committee learned that there has been substantial destruction in recent years of opium production detected by the authorities in the eastern and western provinces of the country bordering Afghanistan and Turkey respectively. In the eastern and central provinces, heroin and morphine base laboratories have been seized. In addition, opium, morphine base and heroin are reported to be entering the country from Afghanistan, and Pakistan in substantial quantities. This traffic is destined for internal consumption in Iran and and westward via Turkey and Syria for trafficking to Western Europe and North America. These trends continued through 1983 as the Iranian authorities made seizures of ton quantities of opium and morphine base entering their territory from the east. Opium addicts in Iran are estimated at 500,000 and heroin addicts at 100,000.

RECOMMENDATIONS

1. The Committee urges the Government of Iran to increase and intensify the cooperation in the east with Pakistan and Afghanistan to stem the flow of opiates from those countries destind for consumption in Iran and trafficking westwards. Expanded cooperation should also be developed with Turkey for joint narcotic enforcement operations to suppress the movement of opiate raw materials into Turkey. The friendly relationship Iran has always had with its neighbors, Turkey, Afghanistan, and Pakistan and their joint membership in the Subcommission in Illicit Drug Traffic and Related Matters in the Near and Middle East is most conducive for developing effective drug enforcement cooperation.

TURKEY

On January 17 and 18, 1984, the delegation was in Ankara, Turkey. In addition to Ambassador Robert Strausz-Hupe and the embassy team, the delegation met with the following Turkish officials: Prime Minister Turgot Ozal; Ecumel Baratcu, Deputy Under Secretary for Political Affairs, Ministry of Foreign Affairs; Necmettin Karaduman, Chairman of the Turkish Grand National Assembly; Fethi Celikbas, Chairman of the Foreign Relations Committee of the Grand National Assembly; General Ismail Selen Commanding General of the Jardarma; Fahri Gorgula, Director-General of the Turkish National Police; and Ertugul Kumcuoglu, Under Secretary of the Ministry of Finance and Customs.

Since the banning of opium production in 1972 and the subsequent licensing of poppy cultivation for the production of straw for industrial conversion to poppy straw concentrate under governmental supervision, Turkey has effectively prevented any significant illicit production of opium in the country. While some illicit production of poppy exists in remote southeastern provinces of Turkey, the authorities are eradicating it. The major narcotics problem facing Turkey is the transshipment of opium, morphine base and heroin from Iran through Turkey into Europe and the United States, and the existence of opium conversion laboratories in Eastern Turkey along the border with Iran and Iraq. The opium,

morphine base, and heroin that transits Turkey or is processed in Turkey originates in Iran, Afghanistan and Pakistan and to some extent in remote areas of Southeastern Turkey.

Since 1980 the United States contributes about $1.0 million per year in law enforcement support to assist Turkey in combatting illicit narcotics manufacture and trafficking. The delegation expressed concern over not knowing how effective our assistance to Turkey has been because of the absence of intelligence on how much opium and heroin is being smuggled via Iran from the east to Turkey, and how much conversion to morphine and heroin is occurring in Turkey. The delegation stated that the Congress cannot measure what progress our efforts are obtaining in Turkey unless we have an intelligent estimate of the extent of the narcotic traffic moving across Turkey annually.

In meeting with Prime Minister Turgut Ozal, the delegation made the point that Turkey, while shedding its image of the world's leading opium producer should not allow itself to be labeled the leading transit country in the smuggling of opium and heroin to the west. In meeting with Deputy Secretary Barutcu, of the Foreign Ministry, the delegation inquired if better intelligence concerning narcotics could be obtained from Iran and Afghanistan. Barutcu stated this was a continuing problem in light of the facts that Turkey does not maintain diplomatic relations with Afghanistan, and Iran has not been responsive to its inquiries.

Discussions with Commanding General Ismail Selen of the Turkish Jardarma, Director General Fahri of the Turkish National Policy and Undersecretary Kumcuoglu of the Ministry of Finance and Customs centered on the delegation's concern over Turkey being used as a transshipment and conversion center for morphine base and heroin produced from opium originating in Iran, Afghanistan and Pakistan. It was pointed out by Director General Fahri that notwithstanding the difficulty of patrolling the barren and rugged Turkey/Iran-Ir[illegible] border, and the large amount of truck traffic that crosses it, Turkey has been doing an effective enforcement job in making the border a less attractive smuggling point for traffickers. He said reports indicate that an increasing amount of traffic is being shifted southward from Iran into Syria via Iraq. This is somewhat surprising since the smugglers are mostly Iranian and a war between Iran and Iraq has severely disrupted that border. In its talk with Mr. Kumcuoglu the delegation called for more effective Customs inspections at border crossing and at airports and sea terminals. The delegation insisted that these latter two points are prime interdiction areas and should be more aggressively pursued by Turkish authorities. The Customs ministry was urged to attempt the use of detector dogs at the airports and seaport to enhance its efforts at these locations.

RECOMMENDATIONS

1. The Committee has established that opium, morphine, heroin base and heroin are being produced in Iran, Afghanistan and Pakistan in enormous quantities. While great quantities of these narcotic drugs are being consumed in those producer countries, much of this production is smuggled to Western Europe and North Amer-

ica to create and sustain serious heroin addition problems. An important route for this traffic is west from Iran via the excellect Turkish highway system or the railroad link via Lake Van. One highway route west is used to bring morphine and heroin base to Diyarbakir in Southeastern Turkey for conversion to heroin. This heroin usually is smuggled westward via Istanbul to Europe. Another route favored by traffickers is via Hakkari along the southern tier of Turkey to the cities of Gaziantep and Kilis where processing laboratories have historically existed. Heroin is produced from the smuggled opiate raw materials and is either moved south to Aleppo, Syria for smuggling to the west or to Istanbul for the same purpose. Opiate raw materials coming from Iran are also smuggled from Gaziantep and Kilis and nearby Urfa to Aleppo for conversion to heroin in that city and for smuggling to Western Europe and North America directly or via Lebanon.

The Government of Turkey vigorously addresses the problem of illicit manufacture and traffic within the country that supplies heroin to Western Europe and North America by increasing and intensifying the narcotic suppression activities of the Turkish National Police, Jandarma and Customs. However, the source of the problem is the unlimited supplies of opiate raw materials and heroin entering the country via Iran.

The Committee recommends that the Government of Turkey use its leadership role on the U.N. Subcommission on Narcotics and Related Matters in the Near and Middle East to improve mutual cooperation leading to more intensified eradication of illicit opium production and suppression of illicit manufacture and traffic in Pakistan, Afghanistan and Iran. Turkey is a victim of this traffic and its territory is being used for the illicit processing and transit of opium, morphine and heroin from those countries to the west. Turkey is highly respected by its fellow Member States of the Subcommission and has a long record of experience and success in active international narcotic control cooperation.

In this connection the Committee strongly supports the Subcommission's recommendation that the Commission on Narcotic Drugs request the Economic and Social Council of the United Nations to authorize the Secretary General to convene annual meetings between the heads of national drug law enforcement agencies from States in the Near and Middle East, from Europe and from State's members of the League of Arab States immediately following the sessions of the Subcommission which are held in the fourth quarter of every year under the authority of Council Resolution 1776 (LIV) of May 18, 1973, and preferably at the invitation of a Member State in the European region.

2. The Turkish National Police narcotic enforcement capability has reached a point where it can begin to develop joint prosecutions with European, United States and Candian narcotic enforcement services of Turkish nationals in Turkey identified in prosecutions abroad as participants, suppliers, financiers or directors of a narcotic smuggling operation. The Committee urges the Turkish authorities to make every effort to vigorously prosecute narcotic violators in Turkey on the basis of evidence that can be supplied by Western European and North American narcotic enforcement services.

3. As a start in increasing and improving its narcotic intelligence collecting and distribution capability, the Turkish National Police supported by the Jandarma and Customs should increase the volume of information it exchanges annually with all countries related to the problem of illicit narcotic manufacturing and traffic in Turkey. Experiences demonstrate that the more information a country such as Turkey transmits to other countries, the more actionable intelligence they receive in return from other countries.

4. Because it is used as a transit country for the processing and movement of narcotic drugs from the near and Middle East to the west, the Committee believes that as a means of improving narcotic enforcement effectiveness the Turkish National Police, Jandarma and Customs should increase and intensify their narcotic enforcement cooperation with counterpart agencies in Iran, Syria, Iraq, Greece and Bulgaria.

5. Recognizing that either acetic anhydride or acetyl chloride are chemicals essential to transforming morphine base to heroin hydrochloride the Committee urges the Government of Turkey have its narcotic enforcement services monitor the movement of this substance within Turkey as a means to detect and seize clandestine heroin laboratories.

Recommendations for DEA

1. On the basis of the visits to Pakistan and Turkey, the Committee is concerned with the paucity of DEA special agents assigned to these two countries through which over 50 percent of the heroin affecting the United States originates or transits. Six special agents in Turkey and eleven in Pakistan do not appear to be enough to cover both their host country and to keep informed of developments in narcotic production and trafficking in Afghanistan, Iran, Syria and Lebanon. This becomes evident when it is realized that 26 agents are assigned to Thailand and 26 to Mexico.

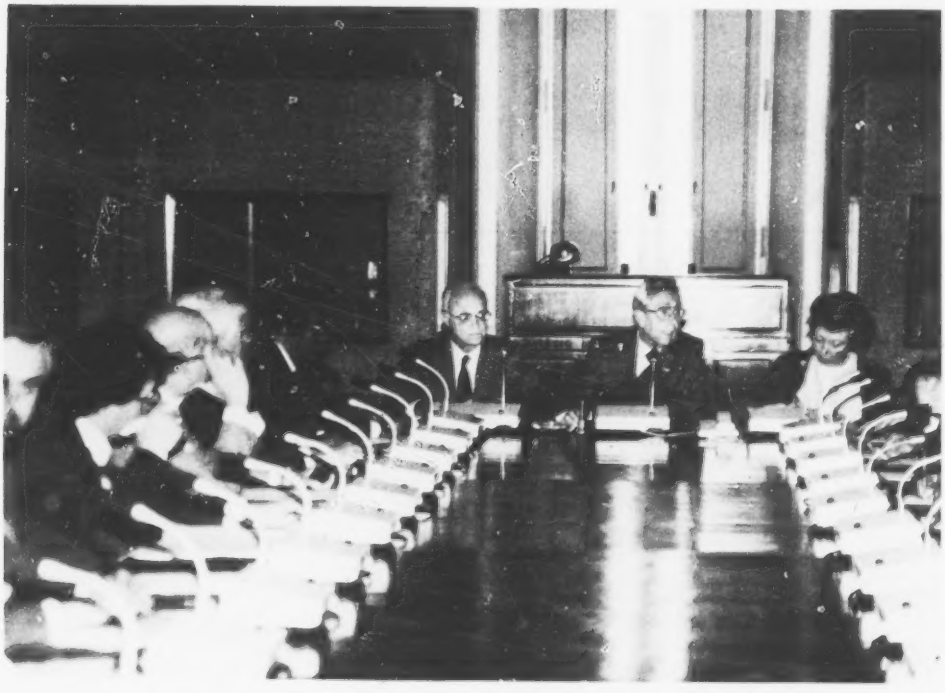
The Committee perceived a need for increased and intensified joint drug enforcement operations by DEA and the police services in Pakistan and Turkey to seize clandestine heroin laboratories and to make important seizures of opium, morphine base and heroin including the arrest and prosecution of the major violators, identified in Pakistan and Turkey as involved in the traffic affecting the United States. Pakistani and Turkish officials expressed a strong desire to have as much narcotic intelligence and investigative assistance as possible from DEA. The extent of narcotic drugs processed in and transiting Turkey should not be underestimated. In August 1983, Iranian Police seized 1,049 kilos of morphine base and 918 kilos of opium en route to Turkey. Indications were that it originated in Afghanistan or Pakistan. In Ocotober 1983, Turkish Police and Jandarma seized a heroin laboratory near Lice in Diyarbakir and 190 kilos of heroin.

The Visit to Italy

Rome

The Select Committee concluded its study mission with two successful days of meetings with Italian officials, the American Em-

bassy team in Rome, and an inspirational audience with His Holiness Pope John Paul II. In addition to a productive session with Ambassador Maxwell Rabb and his associates, the delegation met with the following Italian officials: President of the Republic Sandro Pertini, Prime Minister Bettino Craxi, Vice Prime Minister Arnaldo Forlani, Foreign Minister Giulio Andreotti, and Interior Minister Luigi Scalfaro. The National Chief of Police, the Anti Mafia High Commissioner and the Director of the Control Anti Drug Service participated in the meeting with the Minister of Interior. A meeting was also had with Justice Minister Mino Martinazzoli, In addition the delegation had two sessions with the Commanding General and the staffs of the Guardia di Finanza and the Carabinieri. A meeting was also held with Giuseppe Di Gennaro, the Director of the United Nations Fund for Drug Control (UNFDAC), and visited with Italian Center of Solidarity, a counterpart to the American Daytop Village drug rehabilitation halfway house.



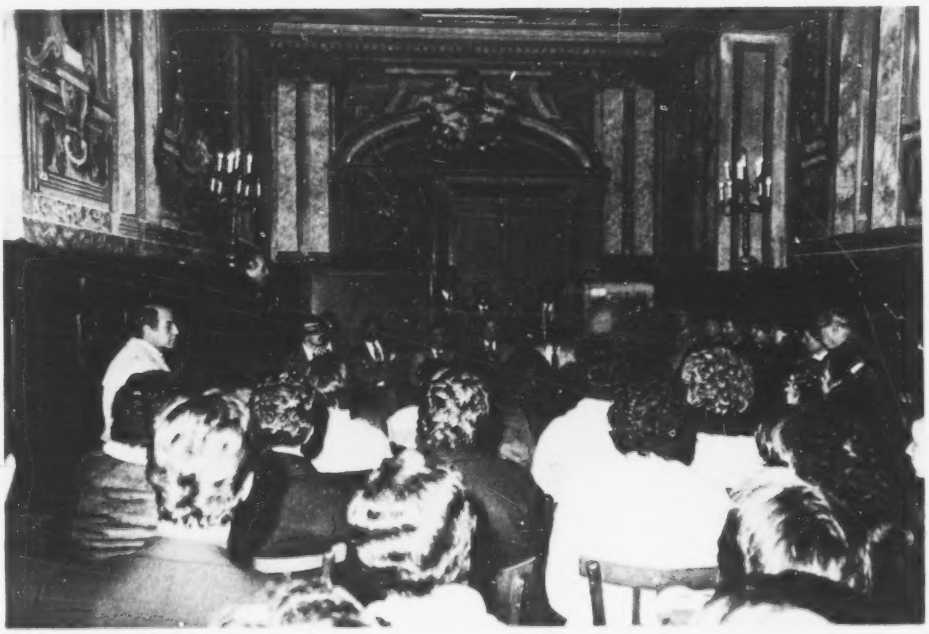
Meeting with Deputy Minister Arnaldo Forlani in Rome. (January 19, 1984)

The Italian Government has undertaken an aggressive campaign against organized crime and drug trafficking. The Italians have completed a successful effort to suppress terrorism in the country and is now turning the full weight of its law enforcement establishment against narcotics and traditional organized crime. In addition to narcotic enforcement that had led to the seizure of many herion conversion laboratories in Sicily, the Italian Government has vigorously enforced the new anti-Mafia laws which resulted in substantial prison terms for members of leading Sicilian crime families, disrupted the entire Mafia hierarchy in Sicily, and led to the pre-

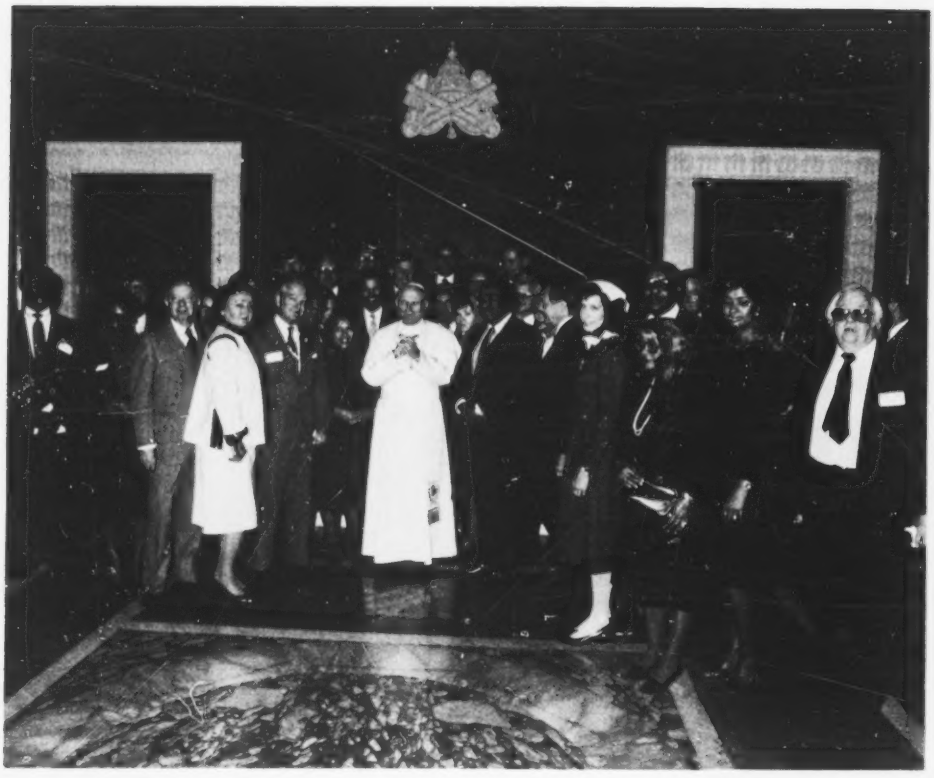
trial detention of many narcotic and organized crime suspects. As a result of this activity, the herion traffic from Italy to the Eastern United States has been reduced by an estimated 25 percent.

The Drug Enforcement Administration greatly assisted the Italian Government in this effort. Italo-American cooperation in narcotic enforcement has traditionally been of the highest professional order. This cooperation is scheduled to continue under a proposed joint cabinet-level committee on narcotics and organized crime that is to be established between the U.S. and Italy. It is envisioned that the U.S. Attorney General and the Italian Interior Minister will be the co-chairmen of the group.

Meetings with President Pertini and Prime Minister Craxi convinced the delegation of the commitment of the Italian Government to aggressively fight drug trafficking and to cooperate with all interested governments in this pursuit. Both leaders expressed the need for closer international cooperation as the best protection against the spread of narcotics trafficking. This theme was continued by Foreign Minister Andreotti who called for all nations to increase significantly their contribution to UNFDAC.



Meeting with Rev. Dom Mario Picchi, Director, Italian Center of Solidarity Drug Abuse Treatment Center, Ambassador Maxwell Rabb and Mrs. Rabb, Select Committee Staff, Italian youth under treatment, and their parents. (January 20, 1984)



The delegation at an audience with His Holiness Pope John Paul II at the Vatican. (January 19, 1984)

The delegation had the esteemed honor of a private audience with His Holiness Pope John Paul II at the Vatican on January 19. In his remarks to the Pope, Chairman Rangel expressed the delegation's deep admiration for the personal stands he has taken against drug abuse, as well as against the power and influence of the Mafia in Italy. The Chairman specifically mentioned the Pope's strong support of Cardinal Pappalardo of Palermo, who has taken a forthright position against the Mafia in Sicily. His Holiness in a special message to the delegation praised its work and voiced his concern over the threat that drug abuse presents to the family and society.

The statement of Pope John Paul II is quoted as follows:

Dear Friends, It is my pleasure to welcome today the members of the United States House of Representatives Select Committee on Narcotics Abuse and Control. As public officials you are charged with promoting and safeguarding the common good of your fellow citizens, and thus it is your task to protect the good of the whole of your society, while at the same time preserving the rights and liberties of the individuals who make up that society.

Hence it is by no means extraneous to your work as public servants to foster social conditions in which individuals may grow and develop in a way commensurate with their human dignity, unencumbered by threats to their authentic realization as persons. Among those factors which menace the individual and impede the growth of a healthy social climate is the problem which brings you together in this assembly: namely, *the scourge of narcotics trafficking and drug abuse.* Obviously this problem is not unique to the United States. The flow of narcotics has reached immense proportions, so that no nation is immune from its debilitating effects.

The *Church's* interest and *pastoral concern,* both for the individuals whose lives are marked by devastating personal tragedies and for the societies which must come

to grips with an increasingly dangerous phenomenon, is focused on the crucial role that *the family* must play in the solution to the problem.

Faced with a world and a society that runs the risk of becoming more and more depersonalized and therefore dehumanizing, with the negative results of many forms of escapism—a principal one being the abuses associated with drugs—the family possesses 'formidable energies capable of taking the individual out of his anonymity, keeping him conscious of his personal dignity, enriching him with deep humanity and actively placing him, in his uniqueness and unrepeatability, within the fabric of society' (*Familiaris Consortio,* 43).

The family stands at the very foundation of society, and through its role of service to life is vitally linked to society's advancement. It provides the primary forum for the fostering of authentic and mature communion between persons, and is the place of origin and the most effective means for humanizing and personalizing society (cf. *ibid*). With the conviction therefore that the good of the family is an indispensable value for the civic community, the Church encourages the public authorities to do everything possible to ensure that families have all the help that they need in order to fulfill their responsibilities.

I would invite you this morning to favor unhesitatingly all initiatives which aim at strengthening the family in American society. As you try to make your fellow citizens more and more conscious of the dangers of drug abuse; as you promote legislation, on the national and international level, which seeks to draw up a comprehensive plan of deterrence against trafficking in narcotics, may you ever strive to meet the needs of the family, for it is a key element in establishing stable, loving relationships and in offering to every person the support needed for a fulfilling life.

May Almighty God bless you in your efforts.

In its final meeting of the study mission, the delegation visited the Italian Center of Solidarity, a drug abuse rehabilitation center modeled after Daytop Village in New York. The delegation shared the experiences of its trip with participants of the center and urged them to continue their own courageous fight against drug abuse.

RECOMMENDATIONS

1. In October 1982, Attorney General William French Smith, in a visit to Rome to sign a treaty on judicial cooperation, proposed the creation of a bilateral cabinet level working group on narcotics and organized crime. The Attorney General will head the U.S. delegation in the working group and the Committee delegation learned, in the course of its meetings in Rome, that Deputy Prime Minister Forlani and Minister of Interior Scalfaro would lead the Italian delegation.

The Italian officials were enthusiastic and very hopeful over the prospects of this working group enhancing mutual cooperation in narcotic and organized crime suppression. They were anticipating formation of the group and its first meeting to be scheduled shortly after the Committee visit to Rome on January 19 and 20. This, apparently, had to be set aside following the announcement on January 23 of Attorney General Smith's resignation to take effect following the confirmation of Attorney General Designate Edwin Meese III.

The Select Committee recommends that, given the importance the Italian Government has attached to Attorney General Smith's proposal for a working group on narcotics and organized crime, steps be taken to organize this initiative as soon as possible.

2. The Select Committee was gratified with the excellent narcotic enforcement cooperation provided by the Government of Italy on an ongoing basis. Historically because of its strategic location astride the Mediterranean narcotic trafficking routes from source to victim countries and a long tradition of contraband smuggling

and trafficking by the Mafia of Sicily, the Camorra of Naples and the N'Dranghita of Calabria, Italy, has been periodically a source and transit country for the smuggling of opium, morphine and finally heroin to the United States since the 1920's. Cooperation to suppress this traffic dates back to 1928. Federal Narcotic Agents began active cooperation in Italy in 1936 and following World War II in 1948. A permanent presence was established at the Embassy in Rome in 1951.

Documentation indicates that the vigorous compaigns against the organized narcotic traffic in Italy between 1948 and about 1954 affecting the United States by Agents of the Federal Bureau of Narcotics and the Italian Guardia di Finanza, National Police and Carabinieri prevented Italy from becoming the manufacturing center for heroin that developed at Marseilles. The Italian underworld, particularly the Mafia elements, could have easily dominated illicit heroin manufacture instead of their Corsican associates at Marseilles, particularly since it was they and not the Corsicans who controlled importation and distribution in the United States and Canada. Vigorous joint cooperative narcotic enforcement operations in Italy unrelenting from 1951 to date have harrassed, disrupted and effectively suppressed attempts and actual endeavors by Mafia traffickers to estalish a heroin manufacturing capability in Sicily and Italy.

Failing this, Mafia organizations have been adept, however, in obtaining large shipments of heroin for trafficking to the United States from the French Connection between 1950 and 1972 and more recently from suppliers in Turkey and Syria. Demonstrating their great resourcefulness, they have also set up networks to obtain heroin in Thailand. One operation utilized a small cargo vessel for the sole purpose of transporting the heroin from the Southwest Coast of Thailand to Sicily. Fortunately it was intercepted, but there are reports this method of operation is continuing.

Narcotic trafficking organizations in Italy, particularly the Mafia elements, will continue to play an important role in the heroin traffic affecting the United States as long as unlimited supplies of heroin, or the raw materials to manufacture it, continue to be available in the Mediterranean area. They have demonstrated the ability to reach out as far as Thailand to obtain supplies. Their objective is to have a large and steady supply of high quality heroin steadily available in Sicily or Italy for sale at competitive prices to Mafia counterparts in the United States and Canada, whether they manufacture it themselves or not. This situation will continue until such time as the uncontrolled production of opium in Burma, Thailand, Laos, Pakistan, Afghanistan and Iran is phased out.

The Select Committee wishes to commend the three Italian police services that have historically joined hands with the U.S. Drug Enforcement Administration and its predecessor agencies to suppress the illicit manufacture and traffic in narcotic drugs in Italy affecting the United States. This unrelenting effort must continue and both the Governments of the United States and Italy must ensure that adequate manpower, resources and equipment are assigned to constantly increase the suppression rate against this traffic. Important narcotic arrests and seizures in both coun-

tries should be vigorously prosecuted and substantial prison terms meted out to convicted violators.

3. The Select Committee also wishes to commend the Government of Italy for its long term participation in the work of the U.N. Commission on Narcotic Drugs and lauds the $40.8 million pledge of Italy to UNFDAC dedicated to addressing the problem of the uncontrolled production of coca leaf in the Andean region of South America.

4. The Committee was deeply impressed with the importance the Government of Italy is attaching to the need for concerted bilateral and multilateral initiatives to bring the unprecedented problem of the production, traffic and abuse of narcotic and psychotropic drugs under effective control.

This was evidenced by the fact that, in its meeting with Foreign Minister Giulio Andreotti, he had invited Dr. Giusseppo DiGennaro, the Director of the United Nations Fund for Drug Abuse Control to the meeting. Minister Andreotti reiterated the pledges of his government, particularly the Foreign Ministry, to wholehearted cooperation with the United States and the United Nations in efforts to bring the illict production and traffic of drugs under control. The Committee urges the Secretary of State to place the item of Narcotic Control on his agenda for discussion at all meetings with Foreign Minister counterparts.

This Committee believes it is only through concerted action with our friends and allies, particularly the industrial nations of the Atlantic and Pacific, that negotiations and technical assistance programs necessary to phase out the uncontrolled production of opium, coca and cannabis will be possible.

Given the commitment of the Government of Italy and Foreign Minister Andreotti to this objective, the Committee believes the Secretary of State should sound out his counterparts in the Atlantic and Pacific industrial nations to join with Italy and the United States in devising a way they can negotiate the ending of opium, coca and cannabis in the producer countries and support the modest socio-economic assistance that would make this possible.

Drugs in the Military—Pacific and European Commands

Since 1978 the Select Committee on Narcotics Abuse and Control has monitored the levels of drug abuse within the ranks of U.S. Armed Forces in the Pacific and European commands. The Select Committee's earlier studies of this vitally important national security issue revealed critically high levels of drug abuse within the uniformed services. These studies, as well as DoD independently contracted studies and a tragic jet fighter crash aboard the U.S.S. *Nimitz* in August, 1981 in which evidence of illicit drug use was found in the autopsies of the pilot and deck crew killed, prompted the military establishment to impose stringent drug abuse testing, disciplinary, and treatment and prevention programs in fall, 1981 and winter, 1982.

As part of the Select Committee's study mission to Hawaii, Asia and Rome, the delegation was fully briefed by the Unified Commands in Honolulu and Rome, as well as by representatives of the drug abuse programs of the four services, as to the progress made

in combatting drug abuse in the Pacific and European commands since the institution of the new programs.

The Select Committee is pleased to report that all the service branches; Army, Navy, Marine Corps, and the Air Force have made substantial progress in reducing the abuse of all forms of narcotics and drug abuse within the ranks. Through the use of a number of programs; including urinalysis testing, peer pressure, strict enforcement of standards and penalties, and mandatory treatment and rehabilitation programs, and separation from the service where deemed appropriate, the services report that all indicators of drug abuse show a continuing downward trend.

While the Committee welcomed the military's report, the members raised a number of issues it hoped the Pentagon and the individual services would continue to examine. The Committee expressed concern over the recent controversy that has been raised over the accuracy of urinalysis testing. The long-term validity of this program is of the utmost importance because in many respects is the underpinning of the entire detection/prevention program of all four services.

Concern was also expressed that while the services have done an effective job in reducing substance abuse, alcoholism and alcohol abuse rem.in a continuing problem in the ranks, affecting military readiness, productivity, and health and safety.

Lastly, members expressed the belief that the military justice system should attempt to identify all offenses that related to substance abuse, and not just those that are identified through urinalysis or are directly related to the possession or sale of controlled substances. Military justice courts and tribunals should be in a position to account for all drug related offenses, violations, and incidents in the disposition of disciplinary charges.

RECOMMENDATION

The Committee, in studies of the important national security issue of drug abuse in the military in 1978 and 1981, found critically high levels of drug abuse in our military services. The Committee had the perception that while the individual services and the Department of Defense recognized the problem and made a credible effort at prevention education and recreational programs to deter drug abuse activity, a serious and widespread problem persisted.

The Committee's studies, as well as other Department of Defense contracted studies and a tragic jet fighter crash in May 1981 aboard the Aircraft Carrier *Nimitz* in which unauthorized and illicit drug use was found in autopsies coupled with evidence of other separate instances of drug use in operational situations, prompted the military to impose stringent drug abuse testing, disciplinary and prevention and treatment programs in the fall of 1981 and winter of 1982.

It is the belief of this Committee, on the basis of the briefings we have received corroborated with supportive documents and records, that the policies and programs initiated during 1982 have had meaningful and far-reaching impact in reducing the abuse of narcotic and psychotropic drugs in our military. The Committee com-

mends the individual services and the Department of Defense for this record of achievement.

While it now appears that drug abuse in the military has been taken firmly in hand, given the incidence of drug abuse worldwide in the general population, and considering that the majority of our military personnel are in the 17 to 34 age group considered the most vulnerable to drug abuse, the threat will continue until availability and acceptability of drugs in the general population can be brought under control. The military services must exercise constant vigilance and maintain all their current drug abuse prevention programs at a high level of effectiveness if they are to prevent a recurrence of the unacceptably high rates of illicit drug use expereienced by the services for far too long.

The Committee will follow future developments with much hope and great interest.

Korea

Congressman Benjamin A. Gilman, Ranking Minority Member of the Select Committee, detached from the Committee Delegation at Islamabad on January 18 to attend the Pacific Security Conference in Seoul, Korea from January 19 through the 22nd. The Pacific Security Conference was sponsored by the Pacific Community Institute which is headed by former Chairman of the Select Committee, Lester Wolff.

While in Seoul, Congressman Gilman met with U.S. Embassy personnel to discuss the growing Asian drug trade which is affecting the Asian population, American citizens and American military personnel stationed abroad.

In his meeting with Joseph Braddock, the Narcotics Attache to the American Embassy, Congressman Gilman learned that the narcotics problem in Korea had become very serious, and that Korea is a major narcotic processing and transshipment point in Asia.

The American Embassy works closely with the Korean Ministry of Health and Social Affairs (MHSA), the Korean National Police, Korean Customs, the U.S. Military's Criminal Investigations Division (CID), Office of Special Investigations (OSI) and Naval Investigations Service (NIS) On the drug problem in Korea. However, while in Korea, Congressman Gilman heard from several sources that an additional Drug Enforcement Administration (DEA) agent should be assigned to Korea if there is to be a successful campaign against drugs in that nation.

In meeting with the American troops, Congressman Gilman was told that methamphetamine and marihuana continue to be the most frequently abused drugs by the military stationed in Korea. There is also some barbiturate use and abuse of over-the-counter drugs, including cough syrup which in Korea contains a higher percentage of codeine than cough medicines available in the United States. There have been some reports of drug trafficking through the APO mail system.

Korea is the largest producer of illegal methamphetamine in Asia, and approximately 90 percent of the methamphetamine abused in Japan comes from Korea. Korea serves as a convenient transshipment point for narcotics coming from other Asian points

of origin, including Bangkok. In 1983, 20 kilos of heroin were seized in Honolulu after being shipped through Korea; an additional two kilos were seized in Seoul.

While there is no cocaine or heroin abuse in Korea to date, there is a growing middle class with increasing money and opportunities for drug use and abuse. There is a large alcoholism problem in Korea, and health officials fear that there are many potential drug abusers in that nation. Most of the crime in Korea falls into the three categories of breaking and entering, rape, and white collar crime; however, corruption is rampant throughout Korea, and is tolerated so long as the corrupted officials are not caught.

Marihuana grown locally has a low THC content, and is not as popular as other Asian-grown marihuana.

Recommendations made during the meeting were assignment of an additional DEA agent in Korea, the positioning of drug detector dogs at the airports to detect illegal narcotics and increasing the Korean Ministry of Health's staff and equipment budget.

The following is a list provided by the U.S. Government's Narcotics Attache, Joseph Braddock listing the Arrest and Seizure Information for 1983 as reported by the Korean Ministry of Health and Social Affairs:

Drug	Arrests	Amount
Marijuana	403	94,447 grams.
Methamphetamine	289	57,363 grams.
Heroin	2	2,000 grams.
Opium	2	1,755 grams.
Opium poppy plants	72	8,167 plants.

Fifteen (15) clandestine methamphetamine laboratories were seized during 1983.

ERRATA

On page 35, line 15, the following copy should be inserted just prior to paragraph No. 3:

CONCLUSIONS AND RECOMMENDATIONS

1. Increased resources and equipment to suppress narcotic production over insurgent areas and traffic by insurgent groups in Burma should be provided to the government. Requests for military and armament assistance from the United States in this regard should be reexamined.

2. Burma requires continuing assistance to maintain the aircraft it has been provided for narcotic enforcement. The bulk of U.S. assistance has been expanded for this purpose and it should be continued.

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